



State Capitol and Legislative Plaza in Spring, Nashville



Tennessee State Flag

# EDWARD BYRNE MEMORIAL GRANT

## 2004

# ANNUAL REPORT



Memphis Pyramid



Wears Valley near Great Smoky Mountains National Park  
between Pigeon Forge and Townsend



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*Tennessee Office of Criminal Justice Programs 2004 Byrne Annual Report*

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# EXECUTIVE SUMMARY

## **Executive Summary**

The Office of Criminal Justice Programs (OCJP), Tennessee Department of Finance and Administration, is pleased to present to the Bureau of Justice Assistance (BJA) Tennessee's 2003/2004 Edward Byrne Memorial Grant State Annual Report.

The 2003/2004 fiscal year witnessed the addition of an two new program management positions due to Tennessee's heavy emphasis on drug courts and OCJP's lead in the planning, implementation and ongoing training needs of the State's courts in general. The individuals hired into these positions have in excess of thirty years combined experience in the field. All other staff have 3 to 6 years of grants management experience and an average of 17 years of experience in the field of criminal justice. All have acquired the expertise required to assume a full share of job responsibilities.

Probably the most noteworthy achievement seen by OCJP this year is the coordination of funds from multiple sources to facilitate new drug courts across the state and assist in expansion of services for existing drug courts. This has been accomplished by coordinating funds that local agencies receive directly from BJA for planning, implementation and enhancement of programs with the Edward Byrne Memorial Grant funds, State Drug Court Funds and local funds from court fees placed on each drug case. This coordination of funds has allowed for the rapid growth of drug courts statewide as well as the extensive training that needs to accompany the drug court expansion. OCJP has also made great strides in improving the criminal history records system and has continued successful integration of all criminal justice information systems. OCJP has done this by combining funds from the Edward Byrne 5% "set-aside", the National Criminal History Improvement Program (NCHIP), the BJA/NGA Integrated criminal justice information systems grant and state funding for automated fingerprint identification systems to facilitate improvements in the criminal history records system. Technological

support was provided to local law enforcement agencies to enable them to submit criminal history information to TIBRS, Tennessee's Incident Based Reporting system. One hundred percent (100%) of Tennessee's law enforcement agencies are submitting data to the TIBRS system and have been "certified" by the Tennessee Bureau of Investigation (TBI). The year 2003 was the third year that TIBRS data was consolidated and published as the Crime in Tennessee Report 2003. The information contained in this report will give criminal justice professionals access to valuable data that will be used in future planning endeavors in many areas of the criminal justice system.

In the area of family/domestic violence, the OCJP continued to use collaborative funds from the Violence Against Women ACT (VAWA or STOP) Grant, the Edward Byrne Memorial Grant, the Victims of Crime Act (VOCA) Grant, and the Family Violence Shelters Grant to provide a comprehensive system of domestic violence intervention that includes prevention strategies, law enforcement and community training events and specially trained investigators and prosecutors. When incidents of domestic violence do occur, funds have been appropriated for the establishment and maintenance of family emergency shelters, with the needs of victims being addressed through an array of services being offered by specially trained Victim Witness Coordinators and other domestic violence service providers.

Sub-grantees of victim services funding use performance based management to identify project goals and establish outputs and outcomes to measure the effectiveness of project interventions. Data collection and evaluation are keys to this performance based management system that has been put in place. This is the third year that victim service providers have begun reporting outcome measurements to the Office of Criminal Justice Programs. This information is being used to refine project models, identify models worthy of replication, and identify areas where modifications or improvements should

be made. This performance management approach and the “logic model” design have been adopted by all new Byrne sub-grantees and the information collected on these projects has begun to be available.

Offenders with substance abuse treatment needs have continued to receive services including assessment, outpatient therapy, day treatment services, long-term residential treatment, and aftercare services made possible through collaborative funding with Edward Byrne and five Residential Substance Abuse Treatment (RSAT) grants. Grant funds also have allowed for the expansion of project capabilities to implement effective job placement assistance as well as vocational training components for adult men and women as well as some juvenile offenders. This additional funding enables OCJP to use state dollars in collaboration with federal to support offender treatment programs.

In the program area of Community Crime Prevention, a strong collaborative effort exists between four (4) funding sources. The relationship between the **Edward Byrne Grant** funding and the **Local Law Enforcement Block Grant** (LLEBG) funding has existed for several. Additionally, OCJP continued to provide additional support to its communities in their ability to secure **COPS grants** through a state-appropriated fund known as the **Safe Neighborhoods Grant**. This grant, administered by the Office of Criminal Justice Programs (OCJP) is designed to assist local law enforcement agencies that are actively participating in or making application for the COPS Universal Hiring Program administered by the U.S. Department of Justice. This grants provides 10% of the total COPS grant, reducing the 25% cash match requirement from the local agency to 15%.

The Office of Criminal Justice Programs (OCJP) continued its support of the State’s judicial system this year by providing new dollars and continuation funds for several projects in the program areas of Pre-Trial Service Delivery and Special Prosecution. This multi-faceted intervention strategy involved

funds appropriated for specialized prosecutors and defenders, implementation of charge screening grants, supplemental funds provided to state Drug Courts, and other projects designed to streamline the judicial process while maintaining the integrity of the right to “due process”. New state drug court legislation will, in the coming years, make it possible to use state revenues from drug cases to subsidize additional drug courts and their treatment programs.

The needs of the mentally ill and dual diagnosed offenders were addressed through diversion and intervention projects funded with Edward Byrne grants. OCJP continues to make funds available to mental health courts and supports mental health issues by funding training efforts in this area through the Edward Byrne grant. The projects funded in this area continue to make a significant impact on the numbers of mentally ill and dual diagnosed offenders who have successfully received treatment and its impact will be intensified as the funding continues. Other grants continuing this year enabled the District Attorneys General Conference and the District Public Defenders Conference to maintain statewide training coordinators.

The OCJP continued funding during this fiscal year for 23 Multi-Jurisdictional Drug and Violent Crime Task Forces that are specially trained to locate and eradicate illegal drugs. Data on arrests made as a result of Task Force activities in addition to information on the seizure of illegal substances is now being captured and compiled through the Tennessee Incident Based Reporting System (TIBRS). This is the third year of a grant to the Tennessee Bureau of Investigation for the establishment of a Drug Task Force Coordinator. The coordinator has been working with the Task Forces to develop standard operating procedures to be used as guides for the Drug Task Forces. He has also encouraged interagency cooperation and participation in the Drug Task Force program, been used as a clearinghouse for Drug Task Force related information and become a point of contact between the



Tennessee Bureau of Investigation, Office of Criminal Justice Programs and the District Attorney General's Conference for the Drug Task Forces.

As a state planning and grants administration agency the Office of Criminal Justice Programs (OCJP) continues to strive to improve and facilitate the planning and administration of the State's criminal justice system. As always, it is our sincere desire that the Bureau of Justice Assistance (BJA) will find this report to be informative and useful in reporting the achievements that have been made possible through implementation of the Edward Byrne Memorial Grant Program.

# I

## INTRODUCTION

## **Introduction**

The Office of Criminal Justice Programs (OCJP), in conjunction with its multi-disciplinary Statewide Criminal Justice Planning Committee, funded eight (8) program areas within six priority areas identified in its 2004/2007 Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvement. A description of the priority areas and corresponding program responses follows:

### **Priority Area:**

*Community Based Services:* Violence and drug-related crime continue to cause serious concern at the community level in Tennessee. Although no city or county is immune, the problem is most acute in our largest cities. We are seeking solutions at the community level. Consistent with National Drug Control Strategy I, Tennessee's Office of Criminal Justice Programs (OCJP) intends to address this need with programs that educate and encourage the State's youth to reject illegal drugs, tobacco, alcohol, and refrain from engaging in criminal activities. Moreover, efforts must be made to engage communities in actively ensuring the safety of their citizens. The literature supports our premise that in order to divert "at risk" youths from entering into the cycle of criminal behavior we must intervene at school ages.

### **Program Response:**

**Community Crime Prevention:** Consistent with identified needs in this area and with national priorities and objectives, the Office of Criminal Justice Programs (OCJP), established the program area of community crime prevention. The projects funded in this program area seek to develop and empower community partnerships through enhanced police leadership, and the establishment of projects that implement high quality police services. These projects increase community awareness

and access to educational, social and crime prevention programs for youth as well as adults. Strategies included community policing initiatives and a variety of crime prevention programs. The partnership concept is central to the effective implementation of this program, designed to enable citizens to regain control of, or "take back" their neighborhoods.

**Priority Area:**

Offender Apprehension: Law enforcement is the “engine” driving much of what happens throughout the other components of the justice system. Investigation, apprehension, and crime suppression are all critical correlates to deterrence and prevention in society’s total response to drug-related and violent crime. For this strategy period Tennessee’s goal will be to enhance the ability of federal, state, and local criminal justice agencies to remove specifically targeted mid and upper-level narcotics trafficking conspiracies through investigation, arrest, prosecution and conviction, using jointly controlled operations. To this end, OCJP will place a special emphasis on the continuing problem of methamphetamine production. The long-term goal is to reduce or eliminate the production and distribution of methamphetamine, and with it the violent crime that often accompanies its distribution and use. The inextricable link between the quality of police investigations and the quality of prosecutions requires us to continue assessing the training needed to build adequate skills, and the provision of training to reach the desired skill levels. This strategy period will also provide an opportunity to enhance the performance of multi-jurisdictional drug task forces at gathering evaluation results.

**Program Response:**

Multi-Jurisdictional Drug and Violent Crime Task Forces: The creation of Judicial District Drug and Violent Crime Task Forces under Tennessee Code Annotated (T.C.A.) 8-7-110 has resulted in

improved collaboration, written inter-agency agreements, pooling of resources including personnel and equipment, and a better system of addressing drug issues using a team concept. These task forces are formed under each Judicial District Attorney General and include a Board of Directors or Advisory Board that represents each participating agency.

These Judicial District Drug and Violent Crime Task Forces along with State Departments and Agencies conduct covert and overt operations to solve violent crime and disrupt drug trafficking. Covert drug operations target upper level drug dealers and overt operations involving the Department of Safety and Task Forces intercept the drugs while in transport. Intercepting these shipments often leads to controlled deliveries in Tennessee and other states that assist in mapping out the drug routes.

**Priority Area:**

**Court Support:** As public awareness has increased and community partnerships have formed, there has been an encouraging rise in the number of incidents of drug sales/use, violent crimes, and other criminal activities reported. Law enforcement agencies have intensified their efforts in apprehension, asset seizures, and drug removal. As a result of increased reporting and investigation, the court systems have become overloaded with the large volume of cases. Similarly, there is an increased tendency to report and prosecute domestic violence cases. Specialized investigative techniques, better education of law enforcement staff, and the addition of officers trained in specific areas of crime prevention have improved the system's ability to respond. (The increase in domestic violence assault cases is an indication of greater public awareness in the area of victim\_rights and assistance.) Finally, the efforts of the Drug and Violent Crime Task Forces have yielded impressive results, with dramatic increases in drug eradication and arrests of those who possess, distribute, or cultivate illegal drugs. Thus, the successes of some segments of the criminal justice system have created a major problem within the judicial component of the system. In the metropolitan areas, it remains difficult for the current

prosecution staffs and courts to present and adjudicate the pending drug, violent crime and domestic violence cases in a timely manner.

**Program Response:**

**Pre-Trial Services:** Pretrial service delivery is designed to identify and divert less serious offenders into appropriate alternative resources without the necessity of taking them through the complete criminal justice process, including complete and time-consuming court hearings. The current program focuses primarily on offenders who face conviction of drug or drug-related offenses that did not involve the use of weapons and that presumably pose less of a public safety risk. Eligible offenders are referred by the Assistant Public Defenders for initial screening and possible acceptance by the program. Once accepted into the program, Sentencing Advocates seek to offer the court a meaningful option between prison and probation by developing individual sentencing plans that are intended to be both punitive and rehabilitative. These plans may incorporate such elements as third-party supervision, employment, community service work, basic education, drug and/or alcohol abuse screening and treatment, mental health care, medical treatment and restitution payments.

A wide range of projects are funded in this program area including Drug Courts, Mental Health Courts, specialized public defenders, foreign language interpreters to facilitate criminal justice investigation and intervention, and research and/or training events designed to enhance the ability of local jurisdictions to deal with specialized cases.

**Special Prosecution:** Special prosecution services have been effective at enhancing the prosecution of defendants implicated in child abuse, domestic violence cases or drug possession/ distribution/cultivation by preparing prosecutors to win. In the final analysis the greatest law enforcement work builds a case that is merely a tool for the prosecutor, who must use it to reach a plea agreement or present it in court to obtain a

conviction. When a priority methamphetamine case is made by law enforcement, there needs to be a prosecutor *available* to try the case. More importantly, the prosecutor must be *ready* to try the case. And readiness requires knowledge and skills. Special prosecution projects can provide specialized prosecutor positions, as well as training and support of those prosecutors – whose work is dedicated to the prosecution of defendants implicated in child abuse, domestic violence cases or drug possession/ distribution/cultivation. Prosecutors complete specialized training and workshops designed to improve their knowledge may then oversee all child and domestic violence cases, and most drug and violent crime cases, coming into the criminal courts. Vertical prosecution of child/domestic violence abuse and drug-related cases ensures strict, consistent prosecution, thereby increasing conviction rates and appropriate sentencing.

**Priority Area:**

**Victim Advocacy:** The criminal justice system has traditionally been offender-oriented, focusing on the apprehension, prosecution, punishment, rehabilitation and rights of the accused. Although victims and witnesses have always played a vital role in apprehension and prosecution of domestic violence offenders, the lack of understanding by the criminal justice system of victims' special needs made their participation in prosecution difficult. That limited their effectiveness. Without victims and witnesses fully participating in prosecution we can expect that family trauma and other social problems will deteriorate into drug abuse and violent crime.

The mandates of the victims' rights amendment to the Tennessee Constitution have created a very complex and highly specialized prosecution system in the area of victim advocacy. In order to ensure victims' rights, training at both the prosecutor and law enforcement levels must be upgraded on an ongoing basis. Moreover, a court system already inundated with other crimes is not prepared to handle the influx of these cases.

There is also a necessity for providing more services, appropriate notification of proceedings, and increased sensitivity to the rights of the victims to participate in the criminal justice process. Tennessee Code Annotated (TCA) 40-38-103 clearly holds the district attorney general responsible for ensuring that the above responsibilities are fulfilled. Given the current case load and structure of the court system, it is difficult to ensure that crime victims are provided with sufficient notices of all hearings, given sufficient opportunities to “be heard”, and are treated with diligence and sensitivity to their specialized needs.

### **Program Response:**

**Domestic/Family Violence Training:** Tennessee continues to attend to its long-term goal of improving the process of investigating and prosecuting domestic violence and child abuse cases. These cases involve victims that are among our most vulnerable and difficult to protect. The ways that dispatchers treat victims, the approach of the first officer on the scene, and the behaviors of the detectives investigating cases all shape the victims’ expectations of how they will be treated throughout the justice process. That affects their ability to assist the prosecution. It is therefore critical that every law-enforcement professional knows how to respond in a sensitive and effective manner. Competent, trained victim/witness coordinators play a crucial role as part of a prosecution team as well as, assisting in informing the victim about procedures, court dates, crisis intervention, support services, and appropriate referrals. Projects funded through domestic violence training programs will be designed to train law enforcement personnel in the investigation of family/domestic violence issues (including sexual assault). Training for prosecutors in the unique dynamics of family/domestic violence cases.



**Victim/Witness Program:** Another priority is training for victim/witness coordinators who will specialize in cases involving family/domestic violence and crimes of violence. OCJP will continue to coordinate projects funded in these areas with projects funded by STOP Violence Against Women (VAWA) Grants and through Victims of Crime Act (VOCA) grants. The ultimate goal of OCJP is to provide complementary funding in each of these priorities, using awards in each type of grant to complement or enhance activities undertaken in other sub-grants. The result will be that victims are treated with increased sensitivity to their needs, are included more actively in the criminal justice system, and ultimately will become active participants in prosecuting offenders.

**Priority Area:**

**Offender Rehabilitation:**

Tennessee continues to require programs designed either to

- Provide substance abuse treatment services that complement or enhance projects currently financed through the Residential Substance Abuse Treatment for State Prisoners (RSAT) Grant, or
- Provide viable alternatives for offenders appearing before the Tennessee's drug courts, or
- Provide alternative treatment, training and skills training for offenders in a community corrections setting.

The need is for a continuum-of-care treatment approach for substance abuse offenders in the county and state correctional system. Services provided should not only stop the abuse of substances, but should focus on the development of the offender's cognitive, behavioral, social, and vocational skills. Treatment changes behavior, replaces substance abuse, ameliorates psychosocial problems, and enhances the offender's ability to lead a productive life outside the institutional setting.

A major long-term goal of treatment initiatives is to provide effective community supervision and aftercare services (“re-entry programs”) so that an offender is not abruptly “cut off” from necessary support services upon release from incarceration. In the area of substance abuse treatment, the aftercare component should focus not only on continued outpatient substance abuse treatment, but also on other components of daily living that ensure successful re-integration into society – such as ongoing training in job interview and job search skills, assistance and support in locating viable employment options, housing assistance, assistance in pursuing additional vocational training, and improving familial relationships.

**Program Response:**

**Correctional Treatment:** Projects funded in the program area of Correctional Treatment are designed to provide substance abuse treatment services which complement or enhance projects currently financed through the Residential Substance Abuse Treatment for State Prisoners (RSAT) Grant, or are designed to provide viable alternatives for offenders appearing before the State’s Drug Courts. Additional projects focus on the specialized needs of mentally ill or dual diagnosed offenders, ensuring that the proper resources are available for treating the individuals.

This correctional treatment program is designed to create a continuum of care treatment approach for substance abusing, mentally ill, or dually diagnosed offenders who are involved in the criminal justice system. Services provided focus on the stabilization of the offender’s mental health, or the development of cognitive, behavioral, social, and vocational skills necessary to empower these individuals to function successfully in the community.

For incarcerated offenders, a major long-term goal of projects funded in the area of correctional treatment is to provide effective re-entry and aftercare services so that an offender is not abruptly “cut off” from necessary support services upon release from incarceration. Components of re-entry focus on the preparation of the offender for life outside the correctional institution. This focus includes continued outpatient substance abuse treatment and mental health services as well as other components of daily living that ensure successful re-integration into society. Specific components include ongoing training in job interview/job search skills, assistance and support in locating viable employment options, housing assistance, if needed, assistance in pursuing additional vocational training, and improving familial relationships.

**Priority Area:**

**Criminal Justice Records Improvement:**

Tennessee has historically had few sources of sound criminal justice records information and has lacked adequate means to accomplish a statewide improvement of the criminal justice record system. Prior to 1998 the state’s capability to implement an efficient, cost-effective system of collecting and storing criminal justice information did not exist. A primary concern of the criminal justice community has been Criminal History Records Information (CHRI).

In order to improve the accuracy, timeliness, and completeness of criminal history information maintained by the Tennessee Bureau of Investigation (TBI), during the last strategic planning period Tennessee began an extensive exercise to develop a comprehensive system. The priority was, in collaboration with all law enforcement and most of the criminal justice agencies in the state, to improve the collection capabilities of the law enforcement agencies. The state had to develop methods of increasing the rate of data submission and quality of criminal fingerprint cards; and it had to

upgrade the central Automatic Fingerprint Information System (AFIS). The plan also included the establishment of a system that allowed the interface of all law enforcement agencies, courts, prosecutors, and correctional institutions with the central repository to improve the timeliness, accuracy, and ease of access to data. Projects funded through this program complemented activities undertaken with the National Criminal History Records Improvement Plan (NCHIP) Grants as well as the National Governors Association (NGA) Planning Grant and Bureau of Justice Assistance (BJA) Implementation Grant for Integrated Criminal Justice Information Systems (ICJIS). The Criminal Justice Records Improvement Task Force multi-year plans have resulted in significant progress at reversing this historical condition of manual efforts, poor record quality and stand alone information systems. Today the priority is on continuing this progress. The spectrum of uses of CHRI data continues to widen, thereby compounding the need to improve the quality of these records, and accordingly, to provide the training needed to achieve this goal. Continuing the hard work of integrating Criminal Justice Information Systems (CJIS) remains part of OCJP's action agenda for this multi-year strategy.

### **Program Response:**

**Criminal Justice Information Systems:** Tennessee has established as its primary goal for criminal justice records improvement to improve criminal justice records through the development of increased use of technology. Objectives supporting this goal include the improvement of the quality of arrest, disposition, and general crime data information reported in the state repositories, increasing the quality of state criminal history records arrest and disposition information through more thorough information reported to the state criminal history repository, the development of a statewide automated digitized booking system with all sheriff and police departments and the Tennessee Bureau

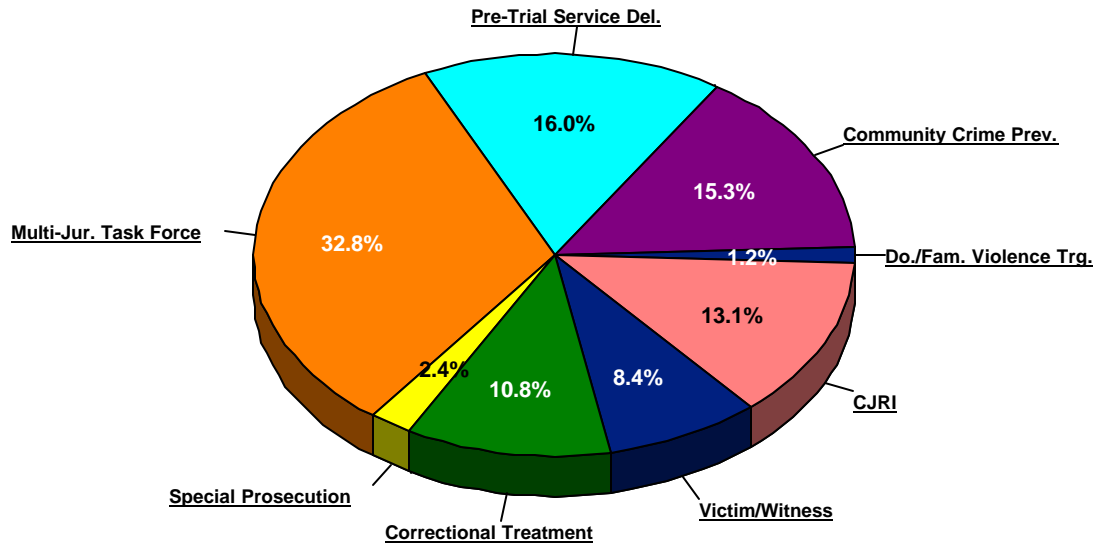
of Investigation (TBI), and the establishment of a reporting system compatible with the TBI and FBI. OCJP also hopes to enhance collaboration among agencies for funding criminal justice information systems technology in the city, county, district, and state levels.

The program must provide training for law enforcement personnel on compliance with TIBRS reporting requirements, the initiation of a system of quality control, the provision of funds to local law enforcement for computers, software, and related technology, and central repository certification. The state has made progress in building a multi-level and integrated criminal justice information infrastructure in Tennessee. We have increased system and component effectiveness, but Tennessee is by no means finished. With the foundation that Tennessee's certified TIBRS program provides, we are poised to address the next level of enhancements.

The Office of Criminal Justice Programs (OCJP) intends to continue funding the statewide digitized booking system with all sheriff and police departments and the Tennessee Bureau of Investigation, and the central Tennessee Incident Based Reporting System (TIBRS) repository. Additional funds have also been appropriated to local law enforcement agencies so that needed equipment may be purchased to ensure compliance with TIBRS reporting requirements and facilitate information sharing.

# Edward Byrne Memorial Grant

## Allocated Funds for 2004 State Fiscal Year By Program Type



PROGRAM AREA	NUMBER OF PROJECTS FUNDING	FEDERAL BUDGET ALLOCATION
Multi-Jurisdictional Drug and Violent Crime Task Force	29	\$3,101,683
Correctional Treatment	12	\$1,020,018
Domestic/Family Violence Training Program	2	\$109,918
Community Crime Prevention	30	\$1,447,051
Criminal Justice Information System	26	\$1,238,500
Pre-Trial Service Delivery	22	\$1,505,045
Victim Witness	3	\$793,918
Special Prosecution	5	\$226,586
<b>TOTAL</b>	<b>129</b>	<b>\$9,442,719</b>

## **A Comprehensive Continuum of Crime Intervention Strategies**

The programs funded in Tennessee's 2004-2007 Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvement work together to form a comprehensive plan to reduce the incidents of violent crimes in Tennessee, prevent and control illegal drugs, and improve the operation of the criminal justice system. First, grassroots prevention projects funded in the level of Community Crime Prevention help to ensure that children are aware of the dangers of illegal drugs and have the resources available to avoid involvement in crime, drug use and delinquent activities. Community partnerships funded through projects in this program area also help citizens to mobilize their resources to protect themselves and their communities by preventing crime before it occurs in their districts. Where drug offenses and violent crime have already occurred, projects funded in the program area of Drug and Violent Crime Task Forces work to ensure the swift identification and apprehension of suspected offenders. Once offenders are apprehended, projects funded in the program areas of Special Prosecution and Pre-Trial Services ensure the expeditious and effective processing of these cases through the court system, while the needs of crime victims are served through projects funded in the program areas of Victim/Witness and Domestic Violence Training. Once offenders are effectively prosecuted and incarcerated, projects funded in the area of Correctional Treatment help to provide them with the skills and services they need for successful rehabilitation to occur, thus ending the cycle of recidivism and enabling them to be successfully re-integrated into the community. Finally, projects funded in the area of Criminal Justice Information Systems enable the entire criminal justice community to share more accurate information on criminal histories in a more comprehensive and technologically efficient manner.

## **Collaborative Planning/Interagency Activities and Funding**

Tennessee continues implementation of its new Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvement. OCJP has developed a sophisticated on-going process for involving state and local officials in criminal justice planning. The problems and needs OCJP gathers from these and other sources are translated into priorities for action, which are later linked to one or more of Tennessee's grant program areas. This innovative plan relies on "indigenous components" within Tennessee's criminal justice system to identify resource needs and gaps in services, identify and develop programs and project models to address identified needs, and develop effective strategies to evaluate the success of projects and program models selected for funding. Following receipt of feedback from criminal justice system components, the Office of Criminal Justice Programs (OCJP) utilizes the input and expertise of a statewide Executive Criminal Justice Advisory Committee. The Executive Criminal Justice Advisory Committee, composed of key individuals from a variety of local and state criminal justice agencies, reviews priorities and program models identified by the "indigenous components" within Tennessee's criminal justice system and makes recommendations to the Office of Criminal Justice Programs regarding priorities for the funding in the upcoming fiscal year.

### **Interagency Cooperation and Participation**

OCJP considers these organizations and the professionals they represent as its partners in planning. They include the Tennessee District Attorneys General Conference, the Sheriff's Association, the Police Chief's Association, Tennessee Narcotics Officer's Association, the Administrative Office of the Court, the District Public Defenders Conference and many others.



At the state level our partners include the Tennessee Bureau of Investigation, the Alcoholic Beverage Commission, the state departments of Health, Correction, Children's Services, Mental Health and Mental Retardation, Safety, the State Fire Marshall's Office and the Board of Probation and Parole. All provide input directly to the Office of Criminal Justice Programs.

A major part of the law enforcement and prosecution community enjoys organized input through participation in regular quarterly meetings OCJP holds with the multi-jurisdictional drug and violent crime task forces. The Office of Criminal Justice Programs has hosted local meetings for District Attorneys General, Drug and Violent Crime Task Force Directors, and staff from the Tennessee Bureau of Investigation, and the Tennessee Department of Safety. These meetings focus on problems, issues and concerns related to system improvement, such as how these agencies can work together through information sharing, improved communication, and evaluation efforts. Several subgroups also meet on detailed issues throughout the year. Participants form sub-groups as needed to address issues regarding the sharing of intelligence information, the status of drug investigative processes statewide, statutory reforms, highway interdiction efforts, juvenile code reforms, and drug task force interfaces. These meetings provide an "informal" but intense source of detailed input on the problems facing the justice system and possible future directions. OCJP grants managers are accountable for recording the data and their observations, and for quarterly meetings to compare notes and draw conclusions about trends among their grant sub-recipients.

OCJP also records data from frequent face-to-face contact grants managers have with grant sub-recipients. That contact always serves as a source of data regarding problems, priorities, and programs. Some examples of routine contact would include the Integrated Criminal Justice

Information System advisory group, the Tennessee Drug Court Association, and the victims' services groups. Public gatherings of different types are used to gather information on community needs and concerns as the situation dictates. In addition to voices from the community, local law enforcement personnel, local prosecutors, defense attorneys and public defenders and members of the judiciary also have a voice. On occasion surveys have been sent to other criminal justice experts to determine the needs and priorities of the broader criminal justice community. State departments and agencies involved in the criminal justice system are encouraged to submit plans that depict their own problems, issues, needs, gaps, and possible program/project responses.

To ensure a broad range of views and expertise are reflected in our strategic planning efforts, OCJP regularly organizes advisory and work groups, consisting of staff, criminal justice officials, researchers, and other experts, to address specific problems, topics, or needs. Several topic-specific advisory groups are sponsored by OCJP. They meet on an on-going basis, and they provide much-needed input into the overall strategic planning process. These groups include but are not exclusive of the following:

***Criminal Justice Records Improvement Task Force:*** The Tennessee Bureau of Investigation (TBI) began laying the groundwork for a statewide reporting program in October 1992. In 1993 meetings occurred with representatives of local law enforcement agencies across the state to design a system that would meet the needs of law enforcement in Tennessee, as well as the FBI reporting requirements. TBI began implementing the TIBRS program in July 1995 using an Edward Byrne Memorial Grant awarded by the Office of Criminal Justice Programs. That grant supported the Criminal Justice Records Improvement Task Force, which represents law enforcement across the state; it planned for implementation of TIBRS. The Director of the

Tennessee Bureau of Investigation, who has overseen the development and execution of the Criminal Justice Records Improvement Plan, chairs the Task Force. The Tennessee Incident Based Reporting System (TIBRS) was certified by the FBI as compliant with their standards in July 1998, making Tennessee only the twelfth state to receive this certification. TBI's TIBRS program was recognized in 2000 by the FBI as an official state National Incident Based Reporting System. With this recognition and the level of reporting, the TIBRS implementation program has achieved its original goals and Tennessee is now in compliance for the first time in twenty years.

***Drug Court Advisory Committee:*** The Drug Court Treatment Act of 2003 establishes an Advisory Committee to be composed of five (5) members to review all program criteria for drug courts, established by the Office of Criminal Justice Programs, and advise the Commissioner as to the allocation of funds under the act. This committee convenes on a quarterly basis or more frequently as needed.

***Drug Task Force Steering Committee:*** This committee is comprised of one or two drug task force directors from each of the three grand divisions, the TBI/drug task force liaison and members of OCJP. The group meets on an as needed basis to discuss and plan around drug task force issues. Examples of current issues include drug roundups and uniform standard operating procedures.

The Office of Criminal Justice Programs is also a member of the Tennessee Law Enforcement Advisory Council. This council, made up of representatives from state and local law enforcement, corrections, the District Attorneys General Conference and the Comptroller of the Treasury, monitors and evaluates the status of technological advancements and related issues to law enforcement in Tennessee. The council reports any findings to the governor and state house and senate judiciary committees on an annual basis.

Representatives from the Office of Criminal Justice Programs (OCJP) participated in meetings of the Tennessee Sheriff's Association and the Police Chief's Association, which were held several times during this past fiscal year. Emphasis was placed on the grants available through the OCJP and how grant awards could be used to address community needs and gaps in services. Additionally, OCJP sat in on meetings held by the state Public Safety Coalition to exchange information regarding new and upcoming state and federal legislation around criminal justice issues.

The Office of Criminal Justice Programs (OCJP) continues to provide technical support and direction to its sub-grantees through periodic revision and dissemination of the Tennessee Administrative Manual for Byrne Formula Grant Sub-recipients. The guide serves as a reference for the financial and programmatic requirements/responsibilities of projects funded through the Edward Byrne Memorial Grant Program. Additionally, OCJP maintains a web site where current issues and activities of interest to sub-grantees and the general public are identified. Finally, OCJP holds quarterly meetings with sub-recipient groups such as the judicial district drug task forces and residential substance abuse and treatment directors in order to exchange information, identify best practices and model programs, determine needs and set priorities.

### **Collaborative Funding**

The Office of Criminal Justice Programs (OCJP) also enjoys a unique opportunity to enhance and support the efforts of Byrne funded programs through collaborative funding with several other federal grants as well as state funds administered by OCJP and local funds. The following

Department of Justice Grant Programs are administered by OCJP in coordination with the Edward Byrne Memorial Grant Program:

***Local Law Enforcement Block Grant:*** The Office of Criminal Justice Programs administers and coordinates the state share of the Local Law Enforcement Block Grant. The funds support drug agents and law enforcement information coordinators for TBI (the agents are co-located with two drug and violent crime task forces). They also provide for specialized drug task force training courses; they provide support for drug courts; and purchase selected equipment for criminal interdiction with the Department of Safety and local law enforcement agencies.

***National Criminal History Records Improvement Program (NCHIP):*** The Office convenes the state level interagency Task Force, which leads the effort to improve the collection and reporting of criminal histories throughout Tennessee's criminal justice system. Projects funded through the NCHIP Grant are focused on updating and expanding uniform crime reporting and increasing the submission of fingerprints and dispositions from agencies in the field. The 5% set-aside in the Edward Byrne Grant supports this objective by providing funding for the Tennessee Incident Based Reporting System (TIBRS), the incident-based crime reporting system designed to complement criminal history records improvement projects funded through the NCHIP Grant.

***Stop Violence Against Women Program:*** The STOP Violence against Women Program promotes a coordinated and integrated approach to improving the criminal justice system's response to violence against women. The approach supports more than 50 Tennessee grants among law enforcement, prosecution, the courts, victim advocates and service providers. The goal of the STOP Program is to encourage states and localities to restructure and strengthen the criminal justice system's response and to be proactive in addressing violence against women,

drawing on the experience of all the participants in the system, including the advocacy community.

***VAWA, VOCA and Family Violence Programs:*** Two Tennessee Programs funded through the Edward Byrne Memorial Grant (i.e., Domestic / Family Violence Training and Victim/Witness Program) are working collaboratively with other projects funded by OCJP through the VAWA Grant, the VOCA Grant, and the Department of Health and Human Services Family Violence Shelter Grant. Coordination ensures an effective continuum of prevention and intervention in the area of domestic violence. With combined funds of over ten million dollars, these grant programs are working together in Tennessee to ensure that effective domestic violence training and prevention programs are in place for law enforcement personnel, that victims receive the support services they need, that perpetrators of domestic violence are swiftly and effectively prosecuted, and that emergency residential services are available for immediate occupancy when domestic violence occurs. Other programs OCJP administers and coordinates are listed below.

***Residential Substance Abuse Treatment for State Prisoners:*** This program, also administered by OCJP, provides for substance abuse treatment for state prisoners with an emphasis on the under-served population of women inmates. These inmates are held in state and local correctional facilities. RSAT funds and Edward Byrne Memorial Grant funds are being used to establish a continuum of care for substance abuse treatment that includes assessment, outpatient care, inpatient care, and aftercare for a variety of offenders with a need for this type of intervention. Byrne funds are used to purchase substance abuse prevention, outpatient and aftercare services, while RSAT funds are used to address the needs of offenders requiring

substance abuse treatment. Although these funds have run out, agencies have attempted to continue their programs as long as state and local funding lasts.

Other Department of Justice discretionary funds administered by OCJP, which are coordinated with the Edward Byrne funds include:

*Paul Coverdell Forensic Science Improvement:* This program is intended to improve the quality and timeliness of forensic and medical examiner services, including the services provided by laboratories of states and units of local government. In Tennessee the program is used to fund statewide training of medical examiners as well as laboratory equipment for the state crime laboratory at TBI. This funding frees up both local law enforcement Block funds and Byrne Grant funds.

*Integrated Criminal Justice Information Systems Grants:* Tennessee received a \$25,000 grant to plan for future integration of an integrated system of criminal justice information. Subsequently this State received a one million dollar grant in October of 2001 to assist in the implementation of an integrated system of criminal justice information. The award was for two years beginning October 1, 2001 and ending September 30, 2003. Tennessee received an extension until March 31, 2006 to complete this project. These grants have been used and are continuing to be used to review and assess the current criminal justice system and sub-systems and develop a statewide integration strategy, with the goal of automating the case judgment document. These funds are used in conjunction with Byrne, NCHIP and AFIS (State) funds to enhance and integrate criminal justice information.

Other State appropriated funds from the assessment of fees on criminal cases include the following:

***State Drug Court Program:*** The Drug Court Treatment Act was designed to facilitate the implementation and continuation of existing drug court treatment programs in Tennessee. The Act recognizes a need in the criminal justice system to reduce the incidence of drug use and abuse, drug addiction and crimes committed as a result of these offenses. The Office of Criminal Justice Programs administers the drug court treatment program by offering support, training, and technical assistance to drug courts as well as awarding, administering and evaluating drug court treatment grants. This is accomplished through the assessing of court fees on each drug case in criminal or general sessions court. OCJP coordinates the use of these funds with grants awarded directly to the locals from BJA as well as Byrne funds and locally generated funds to enhance and promote the drug court movement statewide.

***Automated Fingerprint Identification Systems:*** Statute is in place to assess a \$1 fee on each criminal case in the state. The funds generated by this fee are to be used for the purchase and installation of automated fingerprint identification equipment and the electronic transmission of those fingerprint images to a central repository at the Tennessee Bureau of Investigation. Over the past five years this has ended the backlog of fingerprint submissions and put these automated fingerprint machines in every booking agency in the state (95 counties) except one that has chosen not to participate. This effort works in conjunction with efforts to improve criminal histories and to integrate criminal justice information systems statewide.



***Safe Neighborhood Act of 1988 (SAFE):*** The Tennessee Safe Neighborhoods Act makes available through OCJP \$7.5 million in state funds to assist local law enforcement agencies that are actively participating in or making application for the COPS Universal Hiring Program, which is administered through the U. S. Department of Justice. This SAFE funding covers 10% of the total COPS grant, reducing the 25% match requirement from local agencies to 15%. These funds work in conjunction with the local law enforcement block grants and the Byrne grant to aid law enforcement across the state.

## II

# EVALUATION PLAN AND ACTIVITIES

## **Evaluation Plan and Activities**

Tennessee's evaluation design is simple: Evaluation should be built in from the beginning of each management cycle, whether at the state program or local project level. As new initiatives are undertaken in Tennessee OCJP will ensure that new and existing sub-recipients are (a) capable of identifying their measures of important performance outputs and intended results, and (b) capturing and reporting those data to OCJP. We began the cycle in 1998 by assisting victim services sub-recipients to develop logical evaluation designs for their projects. By 2001 we had trained nearly 150 victim services sub-recipients and supported over a dozen Byrne correctional treatment sub-recipients as they developed baseline project designs and performance management techniques. We are continuing to use these experiences as a model process for other sub-recipients. For example, in 2002 we applied it to 37 Byrne-funded prosecutors' victim assistance project coordinators and 25 MJTF sub-recipients. In 2004-'05 we intend to repeat this approach with new drug court grant applicants for OCJP funding.

OCJP has been advising potential applicants that we require Byrne applications – in program areas where performance outputs are measurable (e.g., offender rehab and treatment, victim advocacy, and some forms of apprehension) – to be stated in clear descriptions of the proposed project's purpose and intended results. We insist that these applications for OCJP-administered funds describe in "logic model" terms their project's purposes, goals or intended outcomes, funded activities, and measures of success. (Although victim services sub-recipients call these "logic models," criminal justice professionals simply call this good project design.) We continue to communicate our expectation that *funded and trained* sub-recipients must be gathering

performance data, so that we have data in hand for every year of the grant. Each new grant cycle we expect more projects will have logical, clear project designs, with specific baseline measures. In future award cycles OCJP will be positioned to award the grants to the most feasible applications that meet OCJP program priorities, and offer readily measurable performance criteria. That, in turn, should permit OCJP to base part of its future allocation decisions on analyses of sub-recipients' performance data – just as we do now with various victim services grant programs.

***Performance Analysis and Process Evaluation with Performance Data:*** More sophisticated evaluations depend on process evaluation to produce management data describing a project's adherence to its design and its actual performance before they may address benefits or cost-benefits. Performance analysis describes what a program intends to accomplish and what is being delivered. Process evaluation describes how well the project performed according to its design, and at what cost. Outcomes measurement describes the results of the intervention (i.e., what happened to participants), given the project's objectives.

***The Importance of Performance Data for Process Evaluation:*** OCJP's program managers are responsible for supervising their sub-recipients' data collection and reporting. OCJP program managers also use regular sub-recipient contacts and other sources of information (e.g., observation, monitoring, audit reports) to verify project activities in selected program areas. OCJP is making a concerted effort to visit the field more often for practitioner gatherings and site visits.

In 2003 OCJP assisted in the development of logical project designs for new drug court projects. In order to help potential sub-recipients become ready to meet these requirements in 2004-'05,

OCJP also provided technical assistance through an advisory group of practitioners representing the substance abuse treatment and specialized fields of drug courts. Technical assistance sessions on performance measurement helped potential drug court grant sub-recipients clarify their project designs based on researched models of “best practice.” They will also help OCJP define appropriate and acceptable performance for projects of the types being funded. That, in turn, will help us prepare specific solicitations for comprehensive program evaluations. We are considering just such solicitations for prosecutors, victim assistance coordinators and drug court providers.

***Impact Evaluations of Funded Programs:*** Impact evaluations are, by nature, complicated research studies. Reliability and validity issues generally necessitate control groups for comparison with the populations participating in the funded interventions – or longitudinal analyses of what happened to a sample of participants over time (e.g., recidivism studies). Although some such studies can be conducted by targeting example projects, more often they are statewide examinations of a number of projects and their populations. These are usually conducted by highly trained and experienced professionals. Variables such as these make impact evaluations expensive. In conjunction with ongoing process analyses and performance measurement, research studies can make sense to an agency like Tennessee OCJP, but they must be planned and managed wisely.

We acknowledge the empirical reliability issues raised by measuring performance alone. Reliable control-group and longitudinal studies *do* matter to us. But it is also true that evaluation designs must “fit” the conditions under which projects are operated if they are to generate useful management information. The evolving nature of local criminal justice programming in Tennessee dictates that we concentrate our limited resources on process evaluation: discovering

which projects have drifted away from what they planned to implement, getting them back “on track,” and identifying the actual results they produce when they actually perform as designed. More rigorous research designs addressing the spectrum of project types statewide can occur among major programs on a rotating basis, given a two-to-four-year cycle. Central to Tennessee’s evaluation design, then, are these two assumptions:

- *The reason we measure outcomes is to support ongoing improvements in local performance and state program management.* Tennessee’s grant programs are intended to accomplish certain outcomes (e.g., reduce recidivism, raise street prices of illegal drugs, enhance the social skills of drug offenders, or produce other changes in participants, such as new vocational skills). Using Tennessee’s “grassroots-oriented” Byrne evaluation strategy helps us know when we have accomplished those outcomes, and when changes in programming might enhance those outcomes. Such an approach permits Tennessee to remain abreast of project performance routinely, between major research studies.
- *We manage state criminal justice programs by evaluating local project performance.* That is, the success of Tennessee’s programs depends primarily on how well local *projects* meet local needs. Evaluating Byrne projects provides us with the knowledge of what works so that we can apply that knowledge over the long term to improve both the performance of the project and the results of the criminal justice system for the public. While we appreciate our obligation to conduct evaluations for federal and state funding sources, Tennessee OCJP’s highest priority lies securely on producing information that can be used on a daily basis for managing the success of local projects.

In 2000 our highest priority external evaluation was the analysis of the Multi-Jurisdictional Drug and Violent Crime Task Force Program, Tennessee’s largest Byrne program. The completion of

that evaluation in 2001 helped Tennessee determine the direction of its Byrne program for the new millennium. It identified opportunities for fine-tuning project designs, for leadership intervention, and for future MJTF implementation by state and local agencies. During 2002 OCJP encouraged the MJTF projects to implement many of the evaluator's recommendations. OCJP then monitored the performance-improvement activities of the sub-recipients. Today, we are planning once again to engage an independent contractor before 2007 to conduct either an evaluation of our next-largest program, the Byrne-funded victim assistance program. Whichever program it addresses, that evaluation effort will continue OCJP's commitment to impact evaluation. Future strategic cycles will address other major Byrne-funded program areas with external evaluations in a similar fashion. Eventually we will cycle back to evaluate the Multi-Jurisdictional Drug and Violent Crime Task Force Program.

***Methodology for Process Evaluation and Performance Management:*** OCJP program managers review all Byrne-funded projects yearly. Each major OCJP project receives a performance review based on annual performance and spending data each year. Other OCJP evaluative efforts (e.g., site-visits, frequent telecommunications, statewide meetings, and exchanging correspondence) occur for most programs on a rotating basis. Field visits are made to a selection of projects or to gatherings of sub-recipient agencies. The Tennessee Office of Program Accountability Review conducts additional program and fiscal evaluations, under the direction of OCJP managers. Monitoring reports to OCJP are valuable supplements to the overall monitoring and program evaluation conducted by OCJP grant managers. Details on these approaches follow:

? ***Annual Reports:*** Applicants are required to submit a plan for evaluation as part of their project's design. Projects that are funded are then required to submit annual reports of project performance data. The projects' narrative addenda also address challenges or obstacles that have surfaced during project implementation. OCJP staff use written reports

submitted by projects to track their progress, and to determine whether a project accomplished what it said it would accomplish in the period specified. Taken together, the projects' performance reports also contribute to process evaluation when used in conjunction with other sources of information on a program (e.g., site visits, etc). Our plan for the upcoming strategic cycle is to enhance project reporting as we continue to clarify project logic models, by encouraging electronic submission of information. Besides improving the quality and timeliness of OCJP's evaluative data, automating report submission will have the added advantage of supplying its own mechanism for aggregating and tracking program data. That in turn should permit more effective and efficient methods of tracking and documenting changes in a project's direction. It should also free up OCJP managers' time to make sure these documents are accurate and useful. Improved reporting is yet another reason for building the logic model analysis into the program development process at grant award time.

- ? **Field Visits:** Tennessee's unique geographic pattern requires OCJP to pay special attention to what is important information to gather. The real issue is how to gather information that is relevant and useful for program performance management most efficiently. When evaluation resources are limited, the key is to appreciate the important variations or typologies of a program, and to gather and share crucial data on each variation (if not each project). Involving "people," not simply relying exclusively on paper methods of gathering information, is important. But placing too much emphasis on geographic representation, as if performance can only be addressed by observing the physical location of each project, can over-extend the evaluators' capacity – at the expense of effectively managing the program. Although we place a premium on being in contact with grantees "in the flesh," we do not always attempt to make on-site visits to every project. It is often more efficient to have



group meetings with similar sub-recipients, often at the site of one project, as a means of gathering and sharing information. OCJP will continue to review its data collection processes to make better use of telephone, email and other forms of distance interaction.

## **Summary**

This evaluation plan – and the larger Strategy of which it is part – charts a course of continuous improvement that will strengthen OCJP’s strategic planning and program execution. Opportunities exist throughout the life cycle of OCJP’s strategic management process to improve the quality and efficiency of our evaluation system significantly. That is especially true for the beginning of the process, during future program development. It is during the pre-award stage of program development that we can accomplish the most important management objective for system improvements, namely the articulation of clear program priorities and measures of intended outcomes. Assistance with logic model development is now an accepted part of the application and award process in Tennessee. By linking the award with the evaluability of a project OCJP has created a situation in which Byrne grant sub-recipients *expect* to gather and report performance and outcome data.

The following spreadsheet contains a condensed overview of funded program areas/projects with their intended goals and outcomes in addition to a methodology regarding evaluation processes.

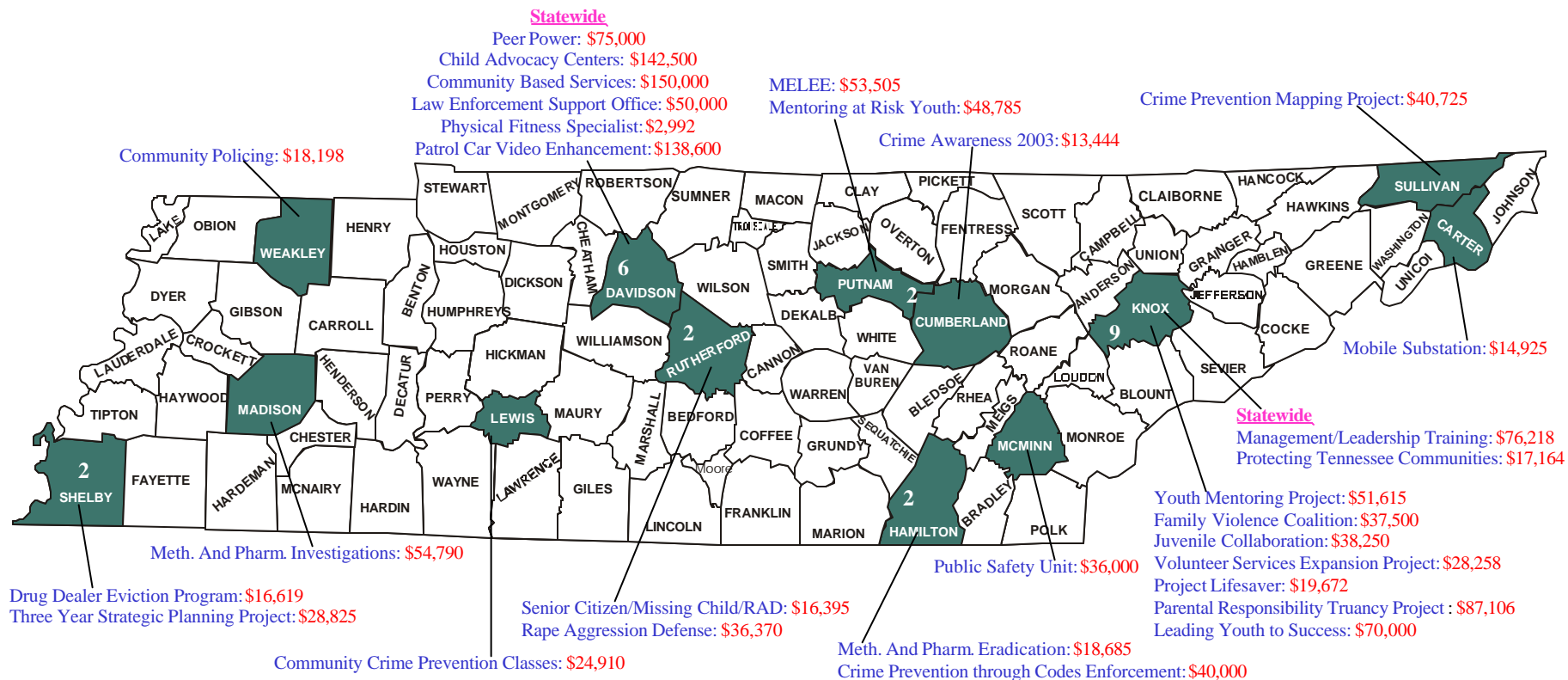
## Byrne Program Summary/Outcome Grid

Program Title	# of Projects	Purpose Area	Evaluators	Intended Outcomes/ Goals	Evaluation Methodology
Multi-Jurisdictional Drug & Violent Crime Task Forces	29	2	OCJP, Self Evaluation	Minimize violent crime and the use, production, and transportation of illegal drugs via integration of federal, state, and local drug enforcement agencies and prosecutors.	Annual Self Evaluation Reports with Major Focus on Outputs and Outcomes, On-site program & fiscal monitoring
Correctional Treatment	12	11	OCJP, Self Evaluation	Reduce recidivism by treating adult and juvenile substance abusers	Annual Self Evaluation Reports with Major Focus on Outputs and Outcomes, On-site program & fiscal monitoring
Domestic/Family Violence Training Programs	2	18	OCJP, Self Evaluation	Educate community in the area of domestic & family violence, including abuse of children & the elderly.	Annual Self Evaluation Reports with Major Focus on Outputs and Outcomes, On-site program & fiscal monitoring
Community Crime Prevention	30	4	OCJP, Self Evaluation	Reduce the incidence of crime in the community by supplementing the local law enforcement with additional officers and equipment.	Annual Self Evaluation Reports with Major Focus on Outputs and Outcomes, On-site program & fiscal monitoring
Criminal Justice Information System	26	15B	OCJP, TBI, Self Evaluation	Equip, collect, & submit, criminal history records to the TBI on a timely and accurate basis.	Annual Self Evaluation Reports with Major Focus on Outputs and Outcomes, On-site program & fiscal monitoring
Pre-Trial Service Delivery	22	10	OCJP, Self Evaluation	Expediting violent crime & drug cases by the use of attorneys specifically assigned to screen and prioritize adjudication efforts.	Annual Self Evaluation Reports with Major Focus on Outputs and Outcomes, On-site program & fiscal monitoring
Victim/Witness	3	14	OCJP, Self Evaluation	Provide support and assistance to witnesses and jurors experiencing stress or needing protection or assurance.	Annual Self Evaluation Reports with Major Focus on Outputs and Outcomes, On-site program & fiscal monitoring
Special Prosecution	5	10	OCJP, Self Evaluation	Expedite adjudication of violent crime and drug cases by facilitating the assignment of specialized prosecutors.	Annual Self Evaluation Reports with Major Focus on Outputs and Outcomes, On-site program & fiscal monitoring
<b>Total</b>	<b>129</b>				

# III

## SUMMARY OF PROGRAMS, PERFORMANCE MEASURES, EVALUATION METHODS AND EVALUATION RESULTS

# Community Crime Prevention Program



Project Locations

Numbers Indicate Multiple Projects

## **Community Crime Prevention Program**

In order to effectively address the issue of drug abuse, that has direct correlating links to other anti-social behaviors such as gang-related crimes, acts of violence, or other illegal behaviors, we must provide for effective intervention at a very young age. As stated in the March 2004 National Drug Control Strategy, the pressure young people face to use drugs is more accurately portrayed as a general compulsion to fit in, the type of pressure teens face every day. Debunking the mistaken view that “everyone” is using drugs is a key goal of the National Youth Anti-Drug Media Campaign, which has contributed to the remarkable decline in drug use over the past two years.

But far too many young people find that their first experience with illegal drugs happens through contact with one person—not a pusher, not even a peer group, but a single friend. This pressure to use drugs can take on a surprisingly earnest form. A young person exposed to the pleasures of a new drug—or seeking to normalize his own drug-using behavior—may pressure peers to join in the fun or face eventual expulsion from the group.

Protective factors include a stable temperament, a high degree of motivation, a strong parent-child bond, consistent parent supervision and discipline, bonding to pro-social institutions, associations with peers who hold conventional attitudes, and consistent, community-wide drug use messages.

In an effort to stop the cycle of drug use and other criminal behaviors before the need for



apprehension and prosecution become evident, Tennessee selected the program area of community crime prevention as one of its six focus areas for grant solicitation in the 2003/2004 fiscal year.

Specifically targeted within the area of community crime prevention were substance abuse crime prevention initiatives targeting grades K-12 that included the following components: increased accountability to adult role models, sustained length of intervention across early years and through the high risk period of puberty, skills enhancement of youth and parents and/or guardians, and multiple components preferably with the flexibility to address individual/specific needs. It was also stipulated that projects should not be based on a punishment model nor be solely peer led. Also targeted within the program area of community crime prevention were projects to fund community and neighborhood programs to assist citizens in preventing and controlling crime.

A total of thirty (30) projects in the program area of Community Crime Prevention were funded in the 2003/2004 fiscal year period amounting to approximately \$1.5 million in appropriated federal dollars.

Focusing intervention on children at the earliest stage in their development, the Office of Criminal Justice Programs (OCJP) provided new funding this fiscal year to The City of Martin for their “Community Policing” project.



These two community police officers provided an array of community services to their city but paramount was their contribution to they're attendance at both the Primary and Elementary schools instruct the children on safety programs, speak on Drug and Alcohol Awareness, perform a violence prevention curriculum for 2<sup>nd</sup> graders, provide Kindergarten students with field trips to the local police and fire departments and are involved in after school programs.

A continuation grant project to address truancy and involve parental responsibility at all grade and age levels was maintained through the District Attorneys General Conference in Knoxville. The project established Truancy Review Boards to address repeated unexcused absences from school. A dedicated Truancy Court docket at Juvenile Court was maintained and the District Attorney's Office identified a total of two thousand two hundred and seventy seven (2,277) students who were reported by the school system as

having 10 or more days of unexcused absences during the 2003/2004 school year. One thousand five hundred and eighty-nine (1,589) letters to families whose children had truancy problems inviting them to attend one of five (4) scheduled meetings to address the problem. Eight hundred twenty-four (824) families attended. Speakers including representatives from the District Attorney, the School Superintendent, the Assistant Director of Juvenile Court and young adult former offenders addressed the meetings. Representative from Social services were available for referral assistance. One hundred six (121) warrants against parents and two hundred and thirteen (213) petitions (against students) were filed in the past year. Over 85% of the children whose parents attended a meeting had no further truancy problems and were successful in school. Although this program makes the most impact among students in the elementary and secondary grades, improvement was evident at all grade and age levels. The dropout rate in Knox County was among the lowest in the state last year. Since the inception of the Truancy Initiative, the rate had dropped significantly from 12.9% in 1997-1998 to 9.6 in 200-2001. The rate rose slightly in 2002-2003 to 10.6% but the school system related this to the recession, and the fact that more students had to quit school to get a job to help support their families. The dropout rate for 2003-2004 was 9.9%. The school system states that the dropout rate was still the lowest in the state with a dropout rate of 12.5%. A most promising statistic is that 30 students received their GED's last year directly due to this program.

Another continuation grant with the Tennessee Department of Mental Health and Developmental Disabilities to maintain a school based program to increase resiliency in



children in order to prevent violent behaviors in children. In the past year nine hundred and seventy-nine (979) hours of direct services was provided to eight hundred and forty-eight (848) students in seven (7) counties in Middle Tennessee. This effort encompassed forty-two (42) classrooms for grades four through eight (4-8). There was a 54% reduction in discipline referrals in groups continuing a semester and 70% reduction in groups continuing the whole school year and 12% improvement in student overall school behavior rated by teachers before and after program completion.

The City of Knoxville continued with their Mentoring Program to service children between the ages of seven to fourteen (7 – 14) from single parent homes in the Christenberry Community in the northeast part of the city. The Knoxville Police Department, the Knox County School System and the Big Brothers and Big Sisters of the Tennessee Valley, Inc. established a partnership to develop individual relationships for seventy (70) children and caring adults in an effort to build self esteem and confidence and improve grades as the children become involved in school activities and programs. An additional twelve (12) mentors were recruited from within the police department, other city departments, and community volunteers to serve as positive role models for the children additional children during this last fiscal year.

A grant issued to the Lewis County government provided for the implementation of conflict resolution and anger management training to youth and adults at risk of committing crimes and engaging in substance abuse to a four (4) county region with plans to expand to another two (2) counties for this coming year. The project utilizes a

conflict resolution curriculum established through a regional Victim Offender Reconciliation Program (VORP) and an addiction prevention component through a subcontract with a local drug abuse treatment center. Five thousand eight hundred and forty three (5,843) individuals were served during this past fiscal year period with 65 schools participating with special emphasis on 8<sup>th</sup>, 9<sup>th</sup> and 10<sup>th</sup> graders.

The Office of Criminal Justice Programs (OCJP) continues to support the concept of empowering citizens to protect themselves and their communities through implementation of a state-funded initiative called the Safe Neighborhoods Program. Funds issued through the DOJ/COPS Universal Hiring Program have enabled many local law enforcement agencies to employ badly needed additional officers who are dedicated to community crime prevention activities. For the past several years the State of Tennessee has provided additional support to its communities in their ability to secure COPS grants by allocating 7.5 million dollars in State funds for a Safe Neighborhoods Grant. This grant, administered by the Office of Criminal Justice Programs (OCJP), provided assistance for local communities in securing COPS grants available through the COPS Universal Hiring Program, which allowed the COPS program to fund seventy-five percent (75%) of the project and the State to fund ten percent (10%) of the total project amount. Therefore only fifteen percent (15%) of the matching funds required were required from the local agency. Though funding of the COPS funding has been dramatically reduced, our Office continues to assist any Law enforcement agency that receives a new award for a Universal Hiring position.

A new project was initiated with City of Knoxville to implement a collaborative effort to serve at-risk children through either court or school-based referrals. The collaborative members are The Juvenile Court System, the City Police Department, the Public Defenders Office, the District Attorney General's Office and several local child-serving agencies. Due to late implementation of this program no direct services have yet to be rendered. The service model would provide case management services, psychological assessments, curfew checks, community interventions, respite placements and other therapeutic interventions.

A new grant with Putnam County Government was established to provide mentoring services for children in foster care who are in relative placements and showing signs of possible disruption in their placements. The Upper Cumberland Developmental District is assisting these children by recruitment and provision of mentoring services for most of the families that requested help. During the first fiscal year of this grant the UCDD has focused primarily on a three county area and have been able to match 90% of the at-risk children with appropriate mentoring adult. Expansion is the main focus for the next fiscal year.

The City of LaVergne was provided with a Community Crime Prevention grant which focused on "Missing Children Prevention-Child Identification. Eleven (11) presentations were completed with a total of 186 children and their families attending. Second on their agenda was to provide Women Self-Defense Training (RAD) that produced seven

training sessions for the year. This project has only had limited success in that enrollment has been adequate but that few are showing up for the actual start of classes. They will attempt a new recruitment drive for present year. The 3<sup>d</sup> piece of their grant dealt with Senior Citizens Crime Prevention. This small project also had very limited success due to the failure to adequately recruit citizen involvement.

The City of Martin which was previously mentioned for community services to youth also organized the Citizens Police Academy and the 55 Alive Program for seventy (70) senior citizens and have a waiting list for future classes.

Another continuation grant this year was to the 30<sup>th</sup> Judicial District (Memphis area) to support enforcement of Tennessee Code Annotated (TCA) 66-7-107) that provides for the eviction of persons from rental property where the property is used for felony drug or prostitution violations. During this reporting period, project personnel reviewed over three thousand five (3,005) referrals, in which two hundred seventy-six (276) tenants were removed.

A new grant in Cumberland County addressed the size of the county and the difficulty that the county sheriff's department has with travel back and forth to the county seat. Funding assisted in the supplying of equipment for allowing deputies to utilize community supplied substation areas from which to perform most of their required paperwork while maintaining their presence closer to all the citizens of the county. The project also was of great benefit in establishing contacts with elderly citizens. New

senior watch program have been assembled as well as a telephone wellness line for citizens who receive a daily call and will get a law enforcement response if the phone is not answered. Meth Awareness information dissemination has also been high priority since this is one of the most rural counties in the state and ranks in the top five in meth production.

Another grant with the Bristol Tennessee Police Department for implementation of a comprehensive crime-mapping program appears to have been very successful. The Geographic Information Systems (GIS) was used to help decide how to deploy resources. Crime statistics were analyzed on a monthly basis by police to better deploy resources and target specific problems. The GIS helped police commanders see crime patterns graphically in relation to community features and beat boundaries. Clusters of incidents became visible, commanders recognized problems, and the department focused resources on combating these problems. One specific use of this program was to identify crime patterns related to firearms for the Department of Justice's Project Safe Neighborhood.

Knox County continued a Volunteer Services Program grant. A coordinator was hired and efforts were initiated to increase communications between the Sheriff's Office and the community through the development of a newsletter and a website as well as numerous community meetings. The University of Tennessee and area youth were recruited to participate. Three programs have been developed and are meeting higher than expected community involvement – Homeland Security component for Neighborhood Watch groups, Teen Institute of Policing, and Citizens Academy Alumni Group.

A grant was continued with the city of Knoxville this year for the Tennessee Chiefs of Police Management Leadership Training. Grant funds were used to fund the salary of a director/coordinator for the Tennessee Chiefs of Police. The function of this position is to develop a training curriculum for leadership development, provide educational and training programs for executive law enforcement personnel on a multi-jurisdictional statewide basis, and provide technical assistance to member agencies that are State and local units of government. Some of the training topics presented during the course of the year were “Ethics and Integrity”, “Police Risk Management”, “Civil Liability”, “Police Liability Issues”, “Child Sexual, Elder and Domestic Abuse”, “SIDS” and “Bombs, Guns and Weapons of Violence”. Additionally, the Executive Director of this project has developed and maintains a highly informative and educational website (<http://www.tacp.org/>).

A new grant was issued in 2003/2004 to the Johnson City Police Department for a combination project involving a portable substation along with the concept of instigating creation of new neighborhood watches while continuing to support those already in place. This project has been quite successful in the reduction of crime in many areas of the city by utilizing both crime mapping and deploying the portable substation to those which then puts both foot and bicycle patrols on the streets.

In Knox County “Project Lifesaver” is preparing to serve citizens (both young and old who have had a history in leaving their homes without needed supervision. These clients will be primarily composed of the East Tennessee Down Syndrome Awareness Group

and the Memory Loss Support Services Program members. This tracking system fits in a watch size band and can be tracked either by foot, car or in the air. At the conclusion of this grant ninety individuals should have been served.

The University of Tennessee was awarded one time funding for the purpose of providing a statewide conference on the Methamphetamine epidemic in Tennessee. Information was exchanged on the subjects of Meth's effect on children and families, Medical Response, Law Enforcement Response, Judicial Response and Raising Community Awareness. Tennessee has the misfortune for being the largest producer of methamphetamine in the Southeast United States.

The City of McMinnville was awarded a new grant to establish a civilian Public Safety Unit. To date a ten (10) person unit has been formed and basically serves an auxiliary unit (non-armed) to allow local law enforcement officers time to respond to those calls that require their response in a more expedient manner. The 10 person unit was able to provide 1430 hours of voluntary service this past year which included: funeral escorts, 126 other escorts, stalled vehicle assists, general traffic assists, special event assists and numerous Greenway patrols.

Putnam County Sheriff's Office developed "Project MELEE" (Meth Education Leads to Enforcement and Elimination). This project focuses on educating the entire community to the dangers and identification of possible meth users. Over one hundred presentations have been provided to schools, health care workers, business people, community leaders

and the general public. A Meth Hotline has also been established during the course of the last year and a countywide ordinance banning the display of products used in the making of meth.

The City of Chattanooga partnered its police department with their codes department to create "Crime Prevention through Codes Enforcement". The concept is that these teams work the high crime area where continued complaints occur regarding open or abandoned properties. These properties are often occupied by prostitutes and in some cases also the producers of methamphetamine. In working in tandem more properties have been cleaned up, condemned or demolished. Also the number of citations having to be made against homeowners (usually working during the day) has been significantly reduced which has also had a direct benefit to a lower number of cases on the court's docket.

Another new grant with the City of Chattanooga supported overtime for narcotics officers to provide needed educational training within the community regarding the scourges of methamphetamine. Project PIMP (Proactive Investigation of Methamphetamine and Pharmaceuticals) allowed agents the needed time to develop briefing and training materials, outreach to local media, beginning of contacts with local businesses that sell methamphetamine precursor materials for assistance in their cooperation regarding criminal investigation, working with hotel owners and storage facilities for signs of methamphetamine production and conducting post arrest interviews with suspects to develop intelligence on where precursor items are obtained.



Middle Tennessee University received a grant for the purchase of updated equipment for their RAD classes offered to students on campus. The equipment has a life of 3-4 years before it needs to be replaced and this item was not budgeted with the school for the current year. Fifty-three women participated in the two classes offered during the year with 51 having received their certification. This program was also offered to thirty-nine 39 Campus School children with a 100% certification rate.

Also in the area of physical preparedness was the provision of a small amount of grant funds to the Tennessee Department of Safety Training Division to assist in payment for training two (2) instructors to in turn administer physical training to new law enforcement recruits taking their initial state required training at the Tennessee Law Enforcement Training Academy. The two instructors received their personal training and are now certified physical fitness instructors beginning their first classes in January 2004.

A new grant was given to the State Department of General Services to assist in payment of salary for a position that would do additional outreach for law enforcement agencies for the Department of Defense surplus property program. This position was also consequential in developing a database of all surplus transactions. Screening and acquisition policies have also been updated which has led to the placement of armored personnel carriers in strategic locations in the state, all-terrain vehicles for rural areas, computer networking equipment for rural LEA's, weaponry and aircraft for Tennessee LEA's to carry out their anti-drug and anti-terrorism activities.

The City of Jackson was awarded a grant this past year to place a special emphasis on the tracking and investigation of both methamphetamine and pharmaceutical drugs. Jackson is surrounded by rural communities and has had ongoing problems with outsiders coming into town to purchase precursor materials for the production of meth. Also the city has seen a significant rise in the number of fraudulent use of pharmaceuticals. This grant has paid for an Intelligence Analyst utilizing newly obtained database-tracking software in working in concert with the city's metropolitan narcotics unit. Beyond the collection of and dissemination of data, the narcotics unit does public outreach to pharmacies and businesses that carry meth precursor items.

A one-year grant was awarded to the 30<sup>th</sup> Judicial District (Shelby County) to assist in paying for a special consultant who along with the District Attorney's Office have developed a new three-year plan of operation. The plan focuses on a reduction in violent crime and more comprehensive training for prosecutors.

### **Goals, Objectives, and Activities**

Tennessee established as its primary goal for the community crime prevention program the improvement of the quality of life in neighborhoods by assisting citizens in organizing their neighborhoods to prevent and control crime.

Objectives supporting this goal include increased community access to police, increasing community awareness and access to educational, social, and crime prevention programs, and increasing awareness of juvenile issues in relation to community-based activities.

Activities consistent with this goal and objectives were to enlist the aid of residents in reporting suspected illegal activities, provide non-routine random patrols, and conduct community organizational activities.

### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above objectives included increasing the availability of therapeutic intervention for young people prior to or after having contact with law enforcement or the courts in addition to providing students with a safe environment in which to learn, providing communities/civilians with essential information to assist them in avoiding becoming victims of crime and assisting law enforcement in receiving needed training opportunities and assisting them in focusing their energies on spending additional time in direct interaction with the community by reducing time spent on administrative tasks.

### **Program Accomplishments and Evaluation Results**

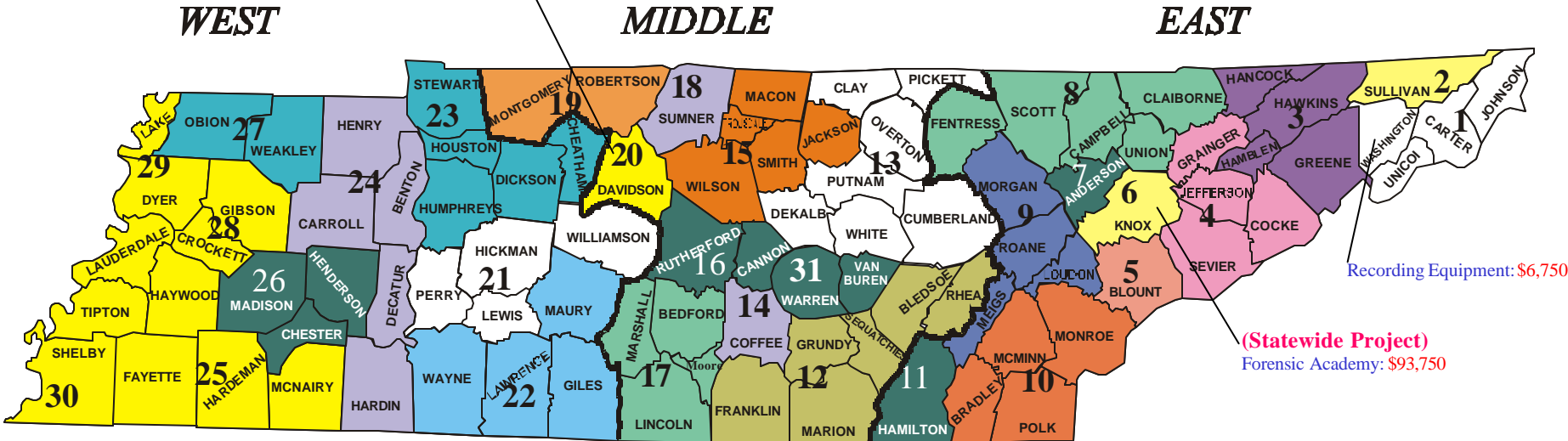
The Office of Criminal Justice Programs has moved to a performance based management and self-evaluation model with its sub-grantees. Therefore all projects funded under the Edward Byrne Grant are expected to evaluate their performance based on outputs and outcomes individually and report their progress to OCJP. With the diversity of projects funded in the area of community crime prevention this years' cumulative data is not available. However, it is clear that Tennessee has met or exceeded its objectives in this program area. The communities in which law enforcement presence was increased or

where neighborhood watch programs were added and where citizen involvement has increased have experienced a improvement in the quality of life and have showed an impact on crime. The long-term impact of youth diversion and prevention projects is yet to be determined, however, there is evidence that the youth diversion projects have an immediate effect on reducing the burden on formal juvenile court hearings. Further, the prevention projects have shown a positive response from members of the community including the youth they serve. Long-term evaluation projects should be forthcoming as these projects mature.

# Multi-Jurisdictional Drug and Violent Crime Task Force Program

**(Statewide Projects)**

TBI Computer Evidence Recovery: \$197,914  
Evidence Technician Support: \$209,027  
Drug Task Force Liaison: \$68,379  
Bomb and Arson Response Team: \$60,863



 (5) Judicial Districts without Byrne Supported Task Forces

OCJP funds 23 Judicial District Multi-Jurisdictional Drug and Violent Crime Task Forces (totaling \$2,465,000) and 6 additional projects which support the state’s drug and violent crime efforts.

\* Judicial Districts 25, 28, 29 & 30 were combined to create 1 Regional Multi-Jurisdictional Drug & Violent Crime Task Force.

## **Multi-Jurisdictional Drug and Violent Crime**

### **Task Force Program**

The drug problem has exacerbated violent crime activity in Tennessee. Besides the dependency and violence it spawns, drug-related crime has created an enormous monetary burden for the state. Individual law enforcement agencies in Tennessee do not have the personnel or funding to combat the problem alone. As drug distribution activities spread over larger regions – ignoring the artificial boundaries of individual jurisdictions – law enforcement (and prosecutors) are forced to explore the need for developing investigation and prosecution task forces that meld the talents of individual offices into a new whole. These inter-jurisdictional entities, called multi-jurisdictional drug task forces (MJDTFs), cooperate with state departments and local law enforcement agencies to conduct covert and overt operations to disrupt drug trafficking. Covert operations target upper-level and mid-level drug dealers and overt operations intercept the drugs while in transport. Intercepting these shipments often leads to controlled deliveries in Tennessee and other states that assist in mapping out the drug routes. The creation of Judicial District Drug and Violent Crime Task Forces under Tennessee Code Annotated (T.C.A.) 8-7-110 has resulted in improved collaboration, written inter-agency agreements, pooling of resources including personnel and equipment, and a better system of addressing drug issues using a team concept. The Office of Criminal Justice Programs (OCJP) will continue funding for all 28 eligible apprehension projects during the upcoming fiscal year. Byrne funds issued for continuing the Multi-Jurisdictional Drug and Violent Crime Task Forces will support the location and eradication of illegal drugs.

They will also support prosecuting those responsible for the manufacture, distribution and proliferation of illegal drugs. The Office of Criminal Justice Programs will continue to work with regional District Attorneys and the directors of regional Task Forces to evaluate their results and to use this information to function more efficiently and effectively. OCJP will also explore other programs designed to build needed investigation skills and trial skills related to task force cases.

The Drug Task Forces funded through Tennessee's Byrne Grant program sought to remedy the problem of illegal drugs by focusing on their source, identifying the manufacturers of methamphetamine, dismantling their laboratories and prosecuting these offenders in federal court. Additionally, marijuana plants are being identified and eradicated at a high rate in Tennessee. The Task Forces also attack the drug problem through highway interdiction. Some of the Judicial District Task Forces work both the interstates and secondary highways. The interdiction aspect of the Task Forces disrupts the flow of illegal drugs and enables the Multi-Jurisdictional Task Forces to develop leads to mid and upper level dealers who are responsible for major drug distribution rings within the state.

The vast majority of Tennessee's Drug and Violent Crime Task Forces conducted Multi-Jurisdictional Advisory Board meetings on a quarterly basis this year, with some boards meeting on a more frequent basis. Nearly all Task Forces surveyed to date report powdered cocaine, diverted pharmaceuticals and marihuana as the top drugs of choice in their areas.

One of the best examples of agency cooperation was initiated through the 13<sup>th</sup> Judicial District Drug Task based in Putnam County. Intelligence had been gathered for approximately one year on 65 suspected drug user incorporating street level dealers to the high echelon suppliers. The 13<sup>th</sup> DTF in coordination with the Tennessee Bureau of Investigation and the Appalachian HIDTA team along with several local law enforcement agencies was able to make a serious dent in the flow of illicit drugs in their area.

The Eighth Judicial Drug Task Force which is located in the northeastern part of the state and borders Kentucky is a very rural area that suffers severely from lack of employment and poverty. Has seen a major increase in the number of methamphetamine cases over the last year that has effected their ability to work other narcotic cases. Since they have identified meth as high priority cases they have had to suffer financially in their ability to seize property that has been contaminated by meth as well as usually little money to be seized from these dealers (usually produced for self or a few friend and/or family). This has directly effected their ability to pay for needed overtime or to pay for new or updated equipment.

The number one priority for the 21<sup>st</sup> Judicial Drug Task Force is it's continued emphasis to work on their existing prescription drug program. According to the 21<sup>st</sup> DTF Director this is a national problem that looms ever larger and crosses all socio-economic groups. The main approaches to combating this problem is an ongoing community education program as well as specialized training for pharmacists, doctors and nurses as the front line of defense. The 21<sup>st</sup> DTF has also accomplished a great job in coordinating their



efforts with most all of the local law enforcement agencies within their jurisdiction to either supply them with needed education tools on this subject or to work cases in a collaborative fashion.

Also in the spirit of agency collaboration, the 12<sup>th</sup> Judicial District Drug Task Force has participated in the collection of information on methamphetamine manufacturers and users which is then reported to the Southeastern Tennessee Methamphetamine Task Force and stored within a database that other members of the STMTF have access to for aid in their investigations. During the last year the STMTF has expanded to include all of the counties in East Tennessee, increasing the database on meth manufacturers, their chemical suppliers and chemical couriers. The 12<sup>th</sup> DTF is also working cases with the Drug Enforcement Administration and other agencies targeting foreign nationals who operate convenience stores and supply ingredients necessary to manufacture methamphetamine.

One major activity of the 1<sup>st</sup> Judicial District Drug Task Force accomplished this past year was the increase in public awareness of drug issues in the community. EMS workers, law enforcement officials, volunteer fire fighters, Dept. Of Children Service Workers, probation and parole officers, church and civic groups, Citizens Police Academy members, property owners and hotel managers were trained by the 1<sup>st</sup> Judicial District staff on issues surrounding methamphetamine. Clandestine Laboratory Recognition and Safety courses were taught to 1,429 individuals. The Southeastern Methamphetamine Task Force has ask to adopt this training to be utilized across the state.

The 22<sup>nd</sup> Judicial District Drug Task Force has placed its main focus in their creation of a Criminal Interdiction Unit. Since 1996 the CIU has been responsible for intercepting hundreds of pounds of illegal drugs, thousands of dollars in U.S. currency, numerous amounts of illegal weapons, wanted or escaped felons, stolen vehicles and property and vehicles used to transport illegal drugs or property. The CIU to this date is still involved with patrolling the Federal, State and local roads and highways within their jurisdiction on a daily basis and is prosecuting criminal violations. It is the Drug Task Force belief that the CIU segment of the agency is the most effective way to accomplish their major goal of ridding their jurisdiction of illicit drugs but is also the most cost effective.

The Tennessee Bureau of Investigation (TBI) is the primary agency to which evidence from local law enforcement agencies is sent for evaluation purposes. The Evidence Technician Support for Crime Laboratories is in its third year and is providing measurable results. The Toxicology unit in the Nashville Crime Lab is maintaining its turnaround time of ten (10) weeks (44 weeks turnaround two years ago). The Drug Chemistry Unit is running its turnaround time at approximately twelve (12) weeks, statewide. The nine evidence technicians, who were provided by this grant, are continuing to assist with the TBI backlog of evidence. These turnaround times are being maintained by the closing of two regional labs in 2003 and their consolidation with the three remaining labs. Prosecution efforts across the state increased with the shorter turnaround time from the TBI forensic units.

The TBI also established a Computer Evidence Recovery Unit in 2001 that was supported with Byrne grant funds. The unit currently has three Computer Evidence Specialists. As of June 2004, all current specialists received preliminary training in computer forensics and began computer evidence examinations. During the 2003 fiscal year 204 computer forensic examinations were completed. The unit is able to respond to requests from District Attorney Generals, TBI and local law enforcement agencies to assists in prosecution efforts for crimes involving computer forensics.

A continuation grant to the City of Knoxville enabled the Knoxville Police Department to subcontract with the Tennessee Institute for Public Service to develop and implement the National Forensic Academy (NFA). During the 2004 fiscal year, the NFA held 3 sessions. Forty-six (46) individuals (including 12 from Tennessee, 4 from the Georgia Bureau of Investigation, 1 from the Oklahoma State Bureau of Investigation, 1 Texas Ranger and 17 from other various state law enforcement agencies graduated from the program. The NFA recruited ant trained participants from 6 of the 50 largest agencies in the U.S. and maintained its commitment to the smaller agencies such as Henderson County, North Carolina, Duluth, Minnesota and Jonesboro, Georgia.

### **Goals, Objectives and Activities**

Tennessee established as its goal in the program area of Multi-Jurisdictional Drug and Violent Crime Task Forces to enhance, through jointly controlled operations, the ability of federal, state, and local criminal justice agencies to remove specifically targeted mid

and upper level narcotics trafficking conspiracies and offenders through investigation, arrest, prosecution, and conviction.

Objectives supporting this goal include the reduction of factional and duplicative investigations and prosecutions in drug related offenses, an increase in investigation of major narcotics offenders, the identification of major drug sources and trends, an increase in drug arrests and seizures, and participation of Judicial District Task Forces in the Tennessee Incident Based Reporting System (TIBRS).

Activities consistent with this goal and objective include the continuance of existing Judicial District Drug Task Force operations, working as one agency within the individual district to develop and implement a strategy to set up an intelligence system that would infiltrate illegal drug trafficking offenders and organizations, the identification of major drug sources and trends, the proactive arrest of offenders in a timely manner, the seizure of assets involved in drug trafficking, and obtaining TIBRS software and training from the Tennessee Bureau of Investigation (TBI).

### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above referenced goal and objectives include:

- Number of Offenders Arrested
- Number of Offenders Prosecuted
- Number of Drug Seizures

- Quantity by Weight and Drug Type
- Total Value of Funds and Assets Forfeited

Category	Number or Amount	Value
Numbers of Offenders Arrested	3,149	N/A
Numbers of Offenders Prosecuted	2,293	N/A
<b>Drugs Seized</b>		
Cannabis (lbs.)	7,344	\$15,733,127.00
Powdered Cocaine (oz.)	61,973	\$23,900,390.00
Crack Cocaine (grams)	3,803	\$479,709.00
Methamphetamine (grams)	8,461	\$916,414.00
Prescription & Other Drugs (doses)	28,369	\$33,033,354.00
Cannabis Plants Eradicated	7,414	\$2,894,715.00
Number of Prescription Diversion Cases Worked	245	N/A
Number of Methamphetamine Labs Shut Down	540	N/A
		<b>\$76,957,709.00</b>
<b>Total Value of Fines and Forfeitures</b>		<b>\$3,245,552.00</b>

### **Program Accomplishments and Evaluation Results**

The Multi-Jurisdictional Drug and Violent Crime Task Forces have been very successful this year in achieving their designated goals and objectives. Each agency was required to report the results of their task force in a performance-based model. Results were shown on an individual basis and then compiled to determine a statewide base.

The DTF's were successful in their eradication of marijuana plants, identifying and dismantling clandestine laboratories, reducing the amount of illegal drugs available in their community and targeting the mid to upper level dealers. Each agency was able to identify the goals and objectives for their jurisdiction and support their efforts with

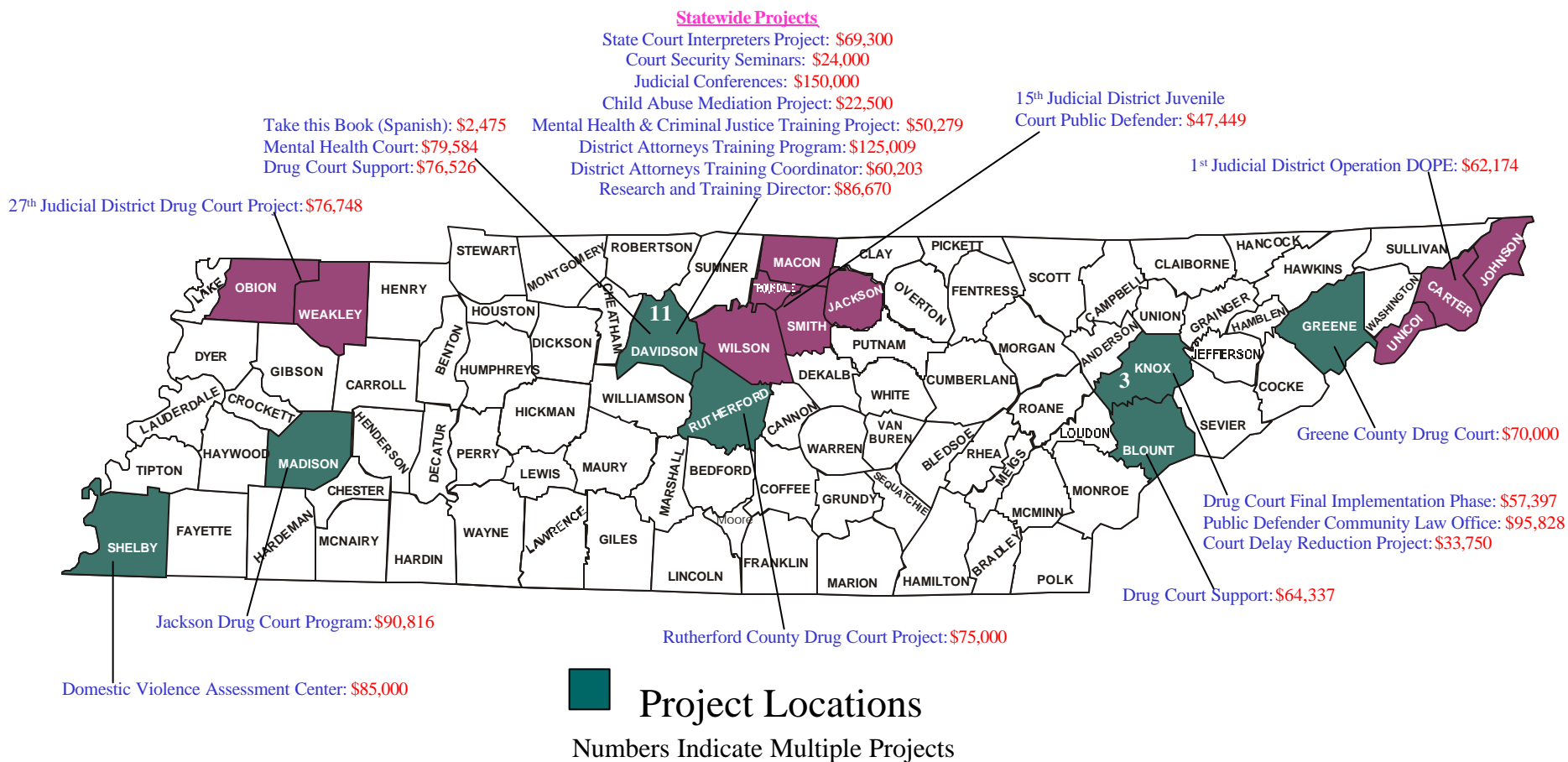
results. If results were not met the DTF's made the appropriate adjustments in order to achieve the goals in subsequent years.

According to a compilation of information obtained from annual reports received from all of the drug task forces a combined total of approximately three million two hundred forty-five thousand five hundred fifty-two dollars (\$3,245,552.00) in program income was generated from asset seizure/forfeitures and fines. Annual reporting also indicated improvement in collaborative activities with other law enforcement agencies with the majority of the DTF's. Many of the larger operations undertaken during the course of the last reporting period were in fact collaborative efforts involving law enforcement agencies outside of the official jurisdictions of the drug task forces.

## Tennessee Drug Task Force Activities for 2004 in Pictures



# Pre-Trial Service Delivery Program





## **Pre-Trial Service Delivery Program**

With the increase in arrests and convictions resulting from enhanced efforts in the areas of law enforcement, apprehension, and special prosecution, court systems have become overloaded with the large volume of cases. Projects funded in this program area will be specifically designed to identify and divert less serious offenders into alternative resources without the necessity of taking them through the complete criminal justice process or otherwise provide resources that enable the court system to function more effectively and efficiently. The intention is to give more attention to the serious cases and to offer effective alternatives to traditional incarceration that will change the criminal behavior of the drug abuser. This program focuses primarily on standard offenders who face conviction of drug or drug-related offenses, which do not involve the overt use of weapons. Prosecutors or Public Defenders refer eligible offenders for initial screening and possible acceptance in the program. Once accepted into the program plans are developed to offer a meaningful option between prison and probation. These individual sentencing plans are intended to be both punitive and rehabilitative. They may incorporate such elements as third party supervision, employment, community service work, basic education, drug and/or alcohol abuse screening and treatment, mental health care and medical treatment components and restitution payment.

With a growing number of non English-speaking immigrants becoming residents of Tennessee, there is also a growing need for foreign language interpreters who can assist

these individuals in understanding their legal rights and empowering them to be informed

participants in the State's judicial system when the need arises.



Of continued concern to the Office of Criminal Justice Programs (OCJP) and other affected parties are results of a study completed by the

Tennessee Bureau of Investigation (TBI) identifying the lack of adequate security in Tennessee's courtrooms. Results of the referenced study indicated that many of Tennessee's courtrooms, from local chancery, circuit and criminal courts to the State's Supreme Court, lack adequate security to ensure the safety of judges, attorneys, and individuals involved in litigation.

The Office of Criminal Justice Programs (OCJP), in response to the diversity of these needs, initiated during the past fiscal year a multi-faceted approach to pre-trial service intervention that included the following components:

- Enhancement of the role and work capacity for the Office of the Public Defender and District Attorneys offices in some judicial districts
- Expanded financial support for specialized Drug Courts designed to offer treatment and intervention services to non-violent felony and/or misdemeanor offenders
- Continued funds to support Mental Health Court initiatives

- Funds to support foreign language interpreters for courts and the Public Defender's Office
- Funds for training a variety of court personnel

Knox County established a Community Law Office in conjunction with its Public Defender's Office two years ago with a four-year grant in an effort to reduce recidivism and increase self-sufficiency among clients by reducing the risk factors that lead to criminal activities. Last year four hundred two (402) clients, both adult and juvenile, were referred to the program by Public Defender Attorneys, Attorney Generals, Juvenile Court Officials, Sessions and Criminal Court Judges, Community Mental Health Agencies, citizens and clients themselves. The following referrals were made:

• Mental Health Treatment	76
• Housing	88
• Alcohol and Drug Treatment	104
• Educational Program	81
• Employment	98
• Transportation/Drivers License	72

With budget cuts within all state agencies it was necessary that OCJP assist some with the money required to maintain up-to-date information in several different areas of endeavor.

The Tennessee Department of Mental Health and Developmental Disabilities continued to receive funds to develop and implement a curricula and comprehensive training for both the criminal justice and mental health systems. The training curriculum has a goal of identifying and diverting persons with mental illness out of the criminal justice system, which will aid in the program's goal of reducing the incarceration of persons with mental illness and diverting those persons who are detained in the county correctional facilities. Training curriculum has been piloted at two sites over the last year along with four train the trainer's seminars/workshops. In addition 15 Criminal Justice/Mental Health Liaisons have been trained to train on Response curriculum, 54 National Association of Mental Illness affiliate leaders have been trained to present You Can Help module, 8 Tennessee Mental Health Case Assistant staff to present What to Do module, 91 Mental Health Case Managers Supervisors trained to train in Effective Response curriculum.

The Administrative Office of the Courts has two additional grants under Byrne that pay for training court personnel in the areas of court security and assist in the overall cost associated to judicial conferences. Evaluations of these projects have shown that court personnel feel safer and that the Tennessee trial and appellate judges have maintained a high level of knowledge in the evolving field of law.

Three grants were funded with the Tennessee District Attorney Generals Conference. These monies provided for a full time training coordinator as well as the funding required to assist in payments for seminars and conferences to provide quality and affordable education programs to prosecutors, other governmental agency and law enforcement

personnel. A listing of survey outcomes indicates a high degree of satisfaction with the subjects that were covered in these training and conference sessions.



The Office of Criminal Justice Programs (OCJP) continued five (5) grants and added two (2) additional grants this year for State Drug Courts. A continuation grant to the Davidson County Drug Court allowed the existing project to continue clinical evaluation and project evaluation.

Working in conjunction with funds made available through the Residential Substance Abuse Treatment (RSAT) Grant, this project is able to provide a continuum of assessment, outpatient, inpatient, and aftercare services for clients with varying degrees of treatment needs. During the course of the year Three hundred and ninety-four (394) application screenings were conducted with one hundred three (103) non-violent felony offenders entering the program. Two thousand and sixty-nine (2,069) drug screenings were conducted (only three participants tested positive) and over fifty-one thousand (51,000) hours of community service were completed. Additionally, 100% of the drug court participants were employed while in the program compared to the 5% that were employed at the time they entered the program.

Drug Courts in Blount and Knox Counties also combined continuation Edward Byrne awards with federal Drug Court Implementation grants and the newly created Tennessee Drug Court Act of 2003 to fund a comprehensive system of substance abuse interventions that included assessment, outpatient, residential, and aftercare services. The Knox County drug court reported a significant improvement in the number of participants maintaining sobriety and abstinence. This court also reports that since its inception participants have given birth to fourteen (14) drug-free babies. Blount county has both an adult and juvenile drug court and while the juvenile court's data collection system is still being developed both courts reported reductions in the number of positive drug screens as well as a drop in drug related crime in their county. Additionally, the adult court reports that participants have given birth to four (4) drug-free babies this year.

A continuation grant with the City of Jackson was initiated two years ago. The majority of this first year involved hiring, training, research and preparation. The Drug Treatment Center officially opened March 21, 2003 and now provides all active participants with drug screening, self-support meetings, intensive outpatient therapy and aftercare, community service work, individual counseling sessions, job training, housing, transportation, GED preparatory classes, MRT classes, and medical assistance. The following data represents activity for fiscal year 2003/2004:

- Referrals processed 151
- Individuals accepted 37 (terminated – 7)
- Graduates 2

A new grant was also awarded to Rutherford County to assist them in the continuation and expansion of their drug court program, which has been in existence for several years now.

Greene County and the 27<sup>th</sup> Judicial District began their drug courts this past year with Greene County focusing primarily on DUI cases. Being of such short duration there is very little outcome data to support their goals though a significant amount of output information has been provided. We expect to be able to get a dearer view of their main focus of success (recidivism rate) during next years reporting period.

“The state of Tennessee *Drug Court Treatment Act of 2003*. ”

Within the last year OCJP has supported a total of seven (7) drug courts utilizing Byrne funding. This Act was enacted to assist the drug court movement in the state by providing dedicated funds and guidelines for the establishment of drug courts in the state. The Act also requires the Office of Criminal Justice Programs to collect outcome data and support a state drug court ‘mentor’ program. Without these standardization factors in place it would be difficult to reproduce and institutionalize the drug court movement in Tennessee. With the establishment of clear performance expectations uncertainty can be reduced and program continuity can improve. The mentor court system in the state will be an integral part of providing information for up and coming drug court programs. Through the establishment of performance measures and indicators, the state can meet the twofold goal of the *Drug Court Treatment Act of 2003*, collecting outcome data and supporting a mentor court program.

Technical assistance for Tennessee's Drug Court Treatment effort was made available through collaboration with the National Center for State Courts (NCSC). Through technical assistance from NCSC Tennessee was able to identify and establish statewide performance measures for drug court treatment programs. Trainings were held in each grand division of the state in early 2004 to train drug court professionals with regard to the performance measures.

The ultimate goal of the state is to institutionalize drug courts. Without these standardization factors in place, it would be difficult to reproduce and institutionalize the drug court movement in Tennessee. Standardized measures and indicators will provide policy-makers and other stakeholders information to continue support and sustenance for the movement.

OCJP had also partnered with the National Drug Court Institute to provide a two-day training for drug court treatment programs in August of 2003 (**Refer to Attachment A**). The collaboration included training on Psychopharmacology, Treatment continuums and Evidence Based Approaches, Co-Occurring Disorders, Drug Testing, Case Management and Strategic Planning. This training was facilitated by NDCI and provided current information on drug courts in a unique, innovative and interactive training environment.

The Office of Criminal Justice Programs was pleased to have provided continuation funding for a Mental Health Court in Davidson County, the first specialized mental health court in the state. This project, modeled after the King County Mental Health Court in



Seattle, Washington, provides the mentally ill offender with a trained and dedicated judge, prosecutor, defender, mental health specialist and probation officers. Upon referral and acceptance in this project, forensic evaluations may be ordered and, as appropriate, specific and detailed mental health treatment plans are developed for clients to divert them from incarceration. During the last fiscal year period this project accepted one hundred seventy-eight (178) new cases and completed two hundred and eighty-eight (288) assessments during the year. The following information is a total of data collected from the drug courts identified above:

Clients Served:	327	
Drug Tests	9,320	
Positive Drug Tests	172	
Community Service Hours	62,050	
Community Service Value	\$319,558	(at minimum wage)
Recidivism Rates	Ranged from 19% to 24%	

One foreign language interpreter grant was continued this year with the Administrative Office of the Courts, enabling the court system to address the specialized needs of non-English speaking clients. The award issued to the Administrative Office of the Courts established a program to certify and coordinate interpreters for the state court system.

The Tennessee Administrative Office of Courts, working in conjunction with the Tennessee Foreign Language Institute (TFLI), established through this project, planned workshops to train individuals who wish to become foreign language interpreters for the

court system. Workshops were designed to cover such topics as skills practice, ethical considerations, basic court and legal procedural issues and terminology, and certification testing information and preparation. There is a credentialing program established for the AOC grant. As of the end of the second year, sixty-three (63) persons were credentialed for a two year total of 121. These interpreters were dispersed throughout the state providing credentialed interpreters readily accessible to all Tennessee's courts and include the following languages: Spanish, Japanese, Arabic, French, Laotian, Thai, Russian, Portuguese, Dutch, Bulgarian and Mandarin Chinese.

A new grant was issued to the Metropolitan Government Davidson County Public Defender's Office for the provision of a Spanish version defendant and family handbook. After translation of the existing English handbook 5,850 were printed and distributed to various organizations that serve the Hispanic community. Since the information contained in the handbook covers the entire criminal justice system in Tennessee it is hoped (outcome) that Hispanic arrest rates will eventually decrease within Davidson County.

A continuation grant with Shelby County Government for the creation of a Domestic Violence Center demonstrated continual improvement in their program. This center provides comprehensive clinical information on domestic violence offenders in an effort to assist the court in determining individualized treatment plans that in turn should increase safety concerns for the victims of domestic violence. There were one thousand seventy-two (1072) court referrals during this past year with six hundred fifty-five (655)

assessments completed. Recommendations were then made for further treatment needs based on the outcome of the individual assessments. Surveys administered to providers, interns and program participants reflect a good to excellent rating of the services provided.

### **Goals, Objectives and Activities**

At the Office of Criminal Justice Programs the priority continues to be on supporting projects designed to divert less serious offenders from full involvement in the criminal justice process. Also to be continued must be support for specialized public defenders and the provision of mental health and drug courts to serve the needs of offenders with specific treatment needs. Projects are needed to provide support for courts in facilitating communication with non-English speaking clients through the provision of foreign language interpreters, as are specialized training initiatives for judges and court support staff. Finally, Tennessee has a high priority for specialized prosecution positions and training for prosecutors' staffs.

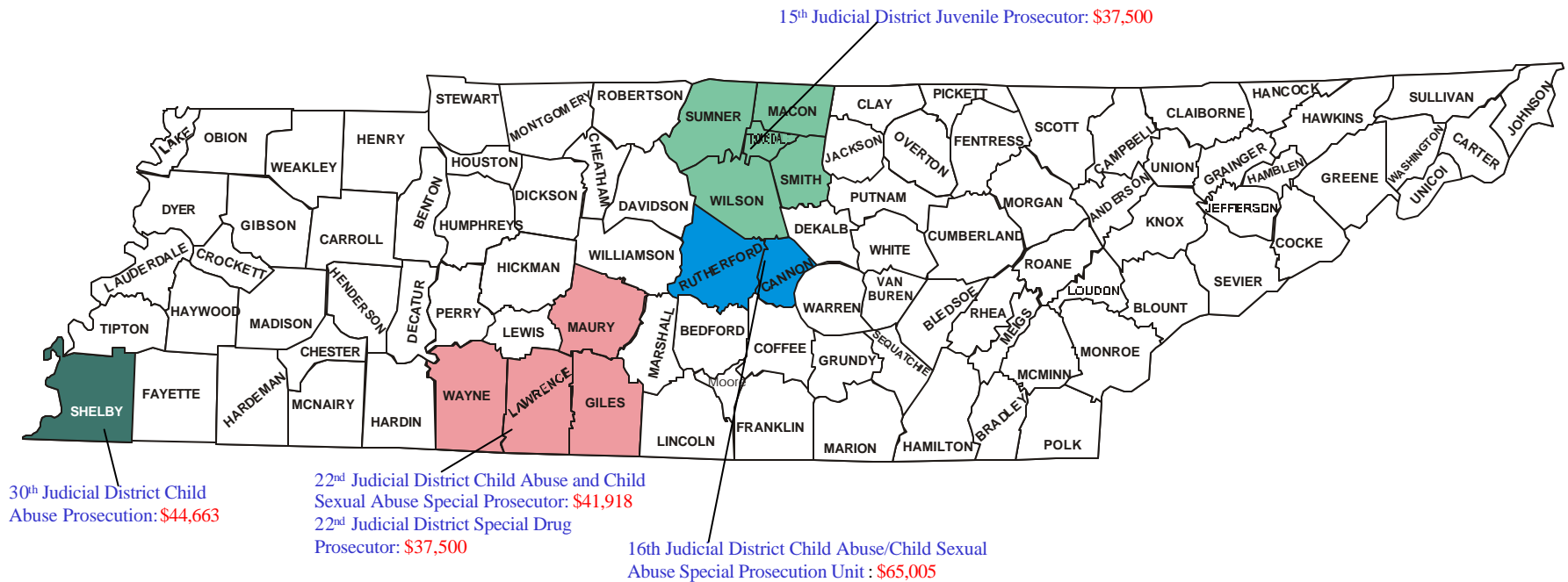
### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above designated goal and objective were to increase the number of offenders entering newly organized diversion programs and to decrease the numbers of individuals and length of time individuals were placed on court dockets.

### **Program Accomplishments and Evaluation Results**

The Office of Criminal Justice Programs (OCJP) has exceeded its designated goals and objectives in this area. Through the collaborative funding of various initiatives, the number of pre-trial service projects, across the state, continues to increase through local and state funding support. Additionally, the number of individuals entering newly organized diversion programs also has increased while correspondingly; the number of individuals on court dockets has decreased.

# Special Prosecution Program



## **Special Prosecution Program**

Special prosecution services have been effective at enhancing the prosecution of defendants implicated in child abuse, domestic violence cases or drug possession/ distribution/cultivation by preparing prosecutors to win. In the final analysis the greatest law enforcement work builds a case that is merely a tool for the prosecutor, who must use it to reach a plea agreement or present it in court to obtain a conviction. When a priority methamphetamine case is made by law enforcement, there needs to be a prosecutor *available* to try the case. More importantly, the prosecutor must be *ready* to try the case. And readiness requires knowledge and skills. Special prosecution projects can provide specialized prosecutor positions, as well as training and support of those prosecutors – whose work is dedicated to the prosecution of defendants implicated in child abuse, domestic violence cases or drug possession/ distribution/cultivation. Prosecutors complete specialized training and workshops designed to improve their knowledge may then oversee all child and domestic violence cases, and most drug and violent crime cases, coming into the criminal courts. Vertical prosecution of child/domestic violence abuse and drug-related cases ensures strict, consistent prosecution, thereby increasing conviction rates and appropriate sentencing.

Tennessee's Special Prosecution program provides the funding for the provision of training and support of prosecutors whose work is dedicated to the prosecution of defendants implicated in child abuse, domestic violence cases or drug possession/distribution/cultivation. Thanks to OCJP prosecutors also attend specialized training and workshops designed to improve their knowledge in assigned areas. These

lead prosecutors oversee both child and domestic violence cases and most drug and violent crime cases coming into the criminal courts. At all levels of the justice process, other assistant prosecutors provide assistance in case resolution through the direction of the lead prosecutor. Vertical prosecution of child/domestic violence abuse and drug-related cases ensures strict, consistent prosecution, thereby increasing conviction rates and appropriate sentencing.

During the past fiscal year, the Office of Criminal Justice Programs (OCJP) provided funds to five (5) projects in the program area of special prosecution.

A continuation grant with the 22<sup>nd</sup> Judicial District (South Central Region), maintains a grant for a special prosecutor who is primarily responsible for child physical and sexual abuse cases. The prosecutor employed through this grant is available to assist or answer any legal question of law enforcement, the Tennessee Department of Children's Services, or other members of multi-disciplinary teams concerning child abuse cases. She attends all Child Protective Investigative Team (CPIT) meetings (400 child review cases last year) and Child Fatality Review Board meetings, attends General Sessions Court when child abuse cases are on the docket, and attends Discovery conferences with Defense Counsel to expedite all child abuse cases pending on the criminal docket. She also prepares and prosecutes child abuse cases set for trial when plea agreements cannot be reached. Community awareness and training for local law enforcement agencies were key additions to the services provided by this grant during the last fiscal year.

The 16<sup>th</sup> Judicial District continued its grant for specialized child abuse prosecution. This grant, much like the 22<sup>nd</sup> Judicial District, has coordinated efforts throughout the investigative and prosecution processes for this multi-county area. Community awareness of child abuse as well as law enforcement training have been the primary accomplishments of the 3rd year of this grant. There were 259 cases reviewed for the entire year with a total of 356 charges receiving indictments.

Also in the area of child abuse prosecution, the Office of Criminal Justice Programs maintained a continuation grant with the 30<sup>th</sup> Judicial District (Memphis area) for a special prosecutor to work with children who are victims of sexual abuse, severe physical abuse or neglect, victims of domestic violence, and witnesses to domestic violence. The prosecutor in this position meets daily with the Child Protective Investigative Team (CPIT) to review the facts of cases and determine what investigation needs to be conducted for successful prosecution and what steps should be taken for protection and counseling for the child. Additionally, he is responsible for vertical prosecution of cases at all stages including preliminary hearing, indictment, motions, and trial as well as all stages of investigation including interview, crime scene, search warrants, and arrest.

The 15<sup>th</sup> Judicial District maintained a continuation grant in the area of juvenile prosecution. This specialized prosecutor is responsible for most all of the juvenile cases sent to court in this five (5) county region. Vertical prosecution combined with a more coordinated approach in working with both state and local agencies/service providers has



produced a most effective approach in early identification and redirection of troubled youth.

A new grant was extended to the 1<sup>st</sup> Judicial District this past year for a specialized narcotics prosecutor. This prosecutor also handles all drug and alcohol cases in a vertical prosecution fashion. Some of the grant's outputs over the last year have been 491 drug charges among 131 arrests, 228 individual subject to be arrested, seizure of 35 weapons, 24 vehicles and over \$70,000 in currency seizures.

### **Goals, Objectives, and Activities**

The Office of Criminal Justice Programs (OCJP) established as its goal for the Special Prosecution Program to improve the criminal justice system's response to child abuse, juvenile crime and drugs/violent crime through immediate intervention, early case preparation, vertical prosecution, and specialized training which will support prosecutions. An objective supporting this goal was that local law enforcement agencies, courts, District Attorneys General offices, along with existing data would be used to evaluate the judicial districts in greatest needs of specialized prosecutors. Consistent with this goal and objective, project activities included the negotiation and funding of as many relevant individual projects as practicable, employing through grant-funded projects specialized prosecutors and support staff in the areas identified above and ensuring the provision of appropriate training activities.

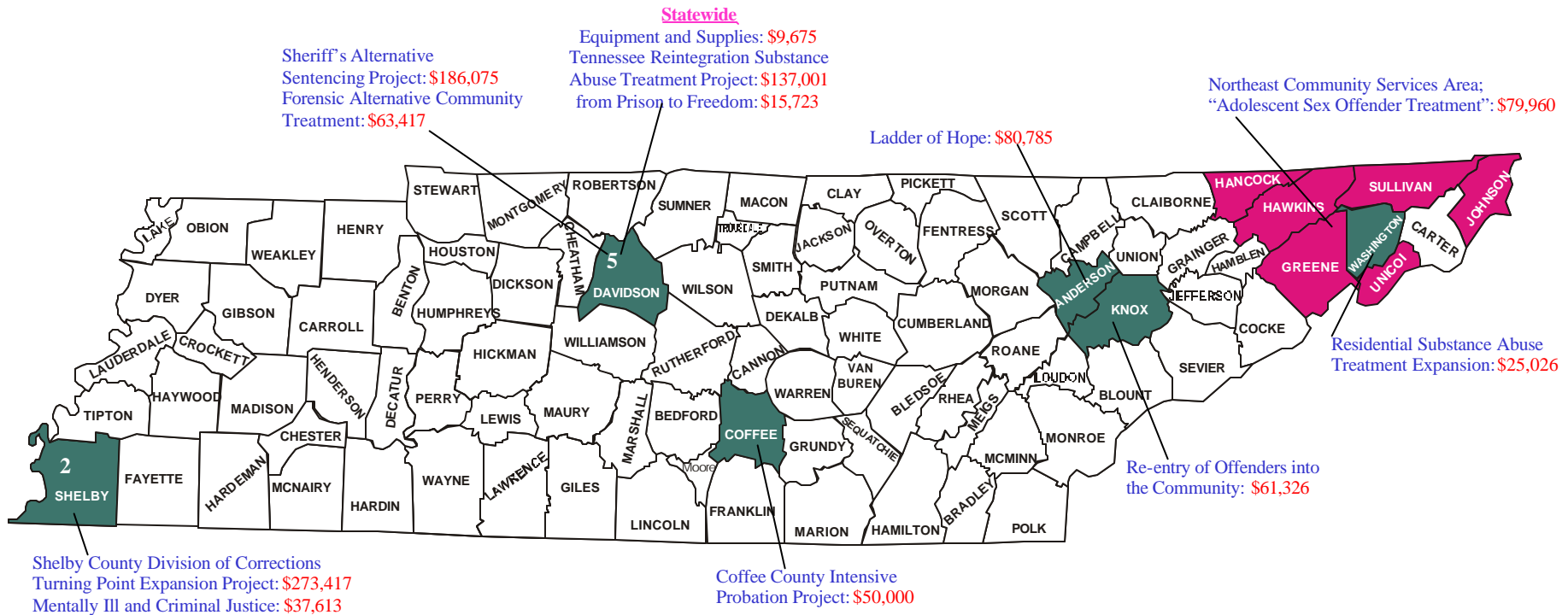
### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above referenced goals and objectives included increasing the number of special prosecutors to be employed, an increase in the number of special case crime warrants and convictions, a decrease in the time required for case disposition, and an increase in training workshops being provided to collaborative staff and agencies.

### **Program Accomplishments and Evaluation Results**

The Office Of Criminal Justice Programs has assisted in substantially increasing the number of special prosecutors employed (double the number since 1999 through Edward Byrne funding) across the State of Tennessee. Special prosecution continuation grants reported an overall increase in the volume of cases being processed through the judicial system as well as a rise in convictions due to increased collaboration efforts, specialization and training for District Attorneys, law enforcement and other cooperating agencies.

# Correctional Treatment Program



Location Numbers Indicate Multiple Projects

## **Correctional Treatment Program**

The increase in the reporting, investigation and prosecution of all types of crime has resulted in a substantial increase in the number of individuals incarcerated in prisons and jails. Many incarcerated offenders evidence a sustained history of substance abuse that is a precipitating or exacerbating factor in their engagement in criminal behavior. Without the provision of effective substance abuse treatment services, these offenders will resume their drug or alcohol abuse upon release from incarceration and recidivism will likely result.

This program will create a continuum of care treatment approach for substance abuse offenders in state correctional facilities, county jails and community corrections. The program model will focus on the substance abuse problems of the offender by providing structured services that last between six and twelve months while the inmate is incarcerated and focus on the development of the offender's cognitive, behavioral, social, and vocational skills to solve the substance abuse and related problems experienced by most offenders. Of particular focus will be the development of an aftercare component of the continuum. Aftercare will be available to the offender who has completed the treatment phase of the continuum and has left incarceration. It will be provided in the community for approximately nine to eighteen months following release and provide a range of services including continued group and individual counseling, drug testing and support activities for the offender and their families.

Projects funded in this program area will be substance abuse treatment projects that are designed to address treatment needs prohibited by statutory exclusions in the federal

RSAT grant or be projects which could not be funded because of limited availability of RSAT funds. Additionally, it was determined that the use of substance abuse treatment grants, administered through the Byrne Memorial Fund, could be of maximum benefit in complementing activities and alternative services delivered through county jails and community corrections programs.

During the 2003/2004 OCJP solicited applications for projects designed to serve the needs of dual-diagnosed individuals coming into contact with the criminal justice system. Especially encouraged were project models providing services that would divert from full judicial processes individuals exhibiting a combination of substance abuse/mental illness, substance abuse/mental retardation, and mental illness/mental retardation.



Edward Byrne Memorial Grant funds are used in conjunction with the Residential Substance Abuse Treatment (RSAT) Grant, administered by the Bureau of Justice Assistance (BJA), to provide residential substance abuse treatment of six to twelve months in duration for the offender population. The Office of Criminal Justice Programs (OCJP) currently has five (5) continuation projects funded through the RSAT grant; one with the Tennessee Department of Correction at three (3) institutions, one project in the Washington County Detention Center, and one project each in Shelby County and

Davidson County. Additionally, the Office of Criminal Justice Programs (OCJP) issued a continuation RSAT subgrant to the Tennessee Department of Children's Services (TDCS) for the operation of a substance abuse treatment project to service juvenile males. During this fiscal year, the Office of Criminal Justice Programs (OCJP) funded twelve (12) treatment projects, nine (9) of which were specifically designed to address substance abuse treatment, criminal behavior treatment or assessment needs of incarcerated individuals.

Continuation funds were also provided to the Davidson County Sheriff's Office for the Sheriff's Alternative Sentencing Project, an intensive outpatient treatment project for non-violent offenders experiencing problems with substance abuse or having dual diagnoses. This three-phase project provides the criminal justice community with an alternative to incarceration for selected non-violent, misdemeanor offenders through strict community supervision and structured reintegration services. It includes intensive outpatient substance abuse treatment services, cognitive re-education or restructuring techniques, random drug screens and curfew calls, case management, community service work, GED/literary education, employment counseling, and psychiatric consultation as indicated by need. The project also links with various community resources to ensure the effective long-term re-integration of the offender into the community. For example, the facility is working with the Nashville Career Advancement Center, a division of Middle Tennessee Career Center, to facilitate employment, career goals, and career matching. Several non-profit agencies in the community benefited from community service hours worked by the offender population. For fiscal year 2003/2004 four hundred thirty-four

(434) referrals were received by this project. Three hundred eighty-eight (388) participants were accepted into the program. This demonstrated a savings of over two and one-half million dollars in county detention facility days. Over 8,000 hours of counseling were provided to participants. The per diem program cost for participants is less than \$11.

In Shelby County the Turning Point Expansion project was designed to double the current capacity of the treatment unit funded through the RSAT grant and provide extended treatment capabilities for offenders who had completed treatment in the RSAT unit but were unable to return to the community. Ultimately, the program's alumni will be involved as mentors and become a significant support system to both themselves and the program participants.



Seeking to address the training needs of law enforcement officers that must deal with mentally ill offenders in the community, the Office of Criminal Justice Programs (OCJP) continued a grant with the Shelby County Government called "Mentally Ill and Criminal Justice". This project, implemented through a subcontract with the National Alliance for the Mentally Ill (NAMI) provides each deputy sheriff and jailer in Shelby County with one eight-hour day of in-service mental illness awareness training each year. Training sessions include presentations and demonstrations involving the participants and a discussion of material presented. The training curriculum includes the following components:

- An overview of mental illness
- Signs and symptoms of mental illness
- Involuntary commitment procedures
- De-escalation techniques in crisis situations
- Suicide Risk Assessment
- Medications and side-effects
- Dual Diagnosis of mental illness and drug/alcohol addiction
- Education of schizophrenia and bipolar disorders

Over three thousand three hundred forty five (3,345) sheriff's officers and jailers have been trained to date through this Byrne-funded project with one thousand one hundred and ninety (1,190) receiving training this year.

Augmenting the operation of the state's "First Mental Health Court", the Office of Criminal Justice Programs (OCJP) continued a subgrant with the Office of the Public Defender within the Metropolitan Davidson County Government. The Forensic Alternative to Treatment (FACT) project provides specialized case management to re-offending mentally ill misdemeanants and some mentally ill felony offenders. The project accepts referrals from the Mental Health Specialist who works with the Davidson County Mental Health Court. Once assessed, the appropriate level of care is determined and a treatment plan for the offender is generated. Treatment plans are typically multi-faceted and address diverse needs of the offender such as psychotropic medications,



employment and housing assistance, educational and vocational training, and follow-up mental health counseling.

Also complementing RSAT funded projects, the Office of Criminal Justice Programs (OCJP) continued to subgrant with the Tennessee Department of Correction (DOC) for the Community Reintegration project that focuses on the needs of incarcerated offenders who completed treatment in DOC's RSAT funded project. The Community Reintegration grant provides "step-down" services to these offenders in halfway houses and work release programs and also provides continued outpatient counseling for offenders released into the community. During this past fiscal year period a total of eighty-six (86) individuals received services through this program. There were twenty-eight (28) participants at the Tennessee Prison for Women facility and fifty-eight (58) men at the Brushy Mountain correctional Complex facility. The project also reports that two hundred twenty-three (223) offenders have received transitional release substance abuse treatment services to date.

Another grant was continued with the Washington County Sheriff's Department for support of their preexisting RSAT grant. This Edward Byrne Grant assists in the expansion and enhancement of the RSAT program by providing aftercare services to inmates who complete the aftercare program and are not eligible for release. This program enables successful graduates of the RSAT program to continue their success in a therapeutic environment. The inmates work in the community to foster therapeutic community goals. The Washington County Sheriffs Department receives positive

feedback from the community service projects performed by the inmates. Approximately 29,456 hours of community service work was completed over the last three years. One of these activities included collecting 132,575 pounds of roadside litter.

Also funded this past year was one project that provided equipment necessary to support the training activities of the Tennessee Corrections Institute. The Institute provides specialized training each year to hundreds of law enforcement personnel responsible for ensuring the safe operation of Tennessee's county jails. Byrne funds were used to purchase computers, projectors, printers and a scanner for their field training staff. This acquisition enables each training team to have reliable equipment to accomplish their training goals.

The OCJP has continued support for the Knoxville Public Safety Collaborative. The initiative initially served only high-risk/high-needs parolees in one district within Knoxville. The program expanded to serve both parolees and probationers throughout the city of Knoxville. The program supervises an average of sixty parolees and nearly eighty probationers at any given time. The collaboration continues to conduct the following activities:

- Monthly case staffing for all participants
- Home visits conducted in collaboration with probation/parole/law enforcement
- Sex offender monitoring
- Identification of eligible participants
- Collaboration with the Tennessee Department of Corrections

- Collaborative efforts with outreach programs for children

Another continuation project with the Tennessee Department of Children's Service with collaboration with the Coffee County Youth Services department was funded to support high-risk juvenile offenders. The projections of the project were to reduce the number of youth committed to the custody of the State and to educate and train families to demonstrate a sense of responsibility, improved communication and enhanced parenting skills, for the youth. Twenty-four (24) youth were served during this fiscal year. Of these only two returned to State custody.

A new grant was established with Northeast Community Services Agency to create an Intensive Family Preservation Services Program that would provide a continuum of services to youthful sexual offenders in Northeast Tennessee. During the last fiscal year 22 students were referred to this program with 20 of those fully participating. Outcomes for this project should be provided at the conclusion of this next fiscal year.

### **Goals, Objectives and Activities**

Tennessee established as its goal for Correctional Treatment to develop a continuum of substance abuse treatment for offenders. The objective supporting this goal was to solicit proposals from jails, prisons, and community corrections programs, which would augment activities of the Drug Courts, specialized courts, or RSAT funded initiatives. Consistent with this goal and objective, activities specified were the review, evaluation, and selection of providers for the development of a continuum of substance abuse and

mental health treatment in addition to a continuum of treatment for youthful sexual perpetrators.

### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above referenced goal and objective include the establishment of at least five (5) new projects to address needs of the mental health offender, drug addicted offender and juvenile offenders through a reduction or cessation of drug use and/or criminal activities.

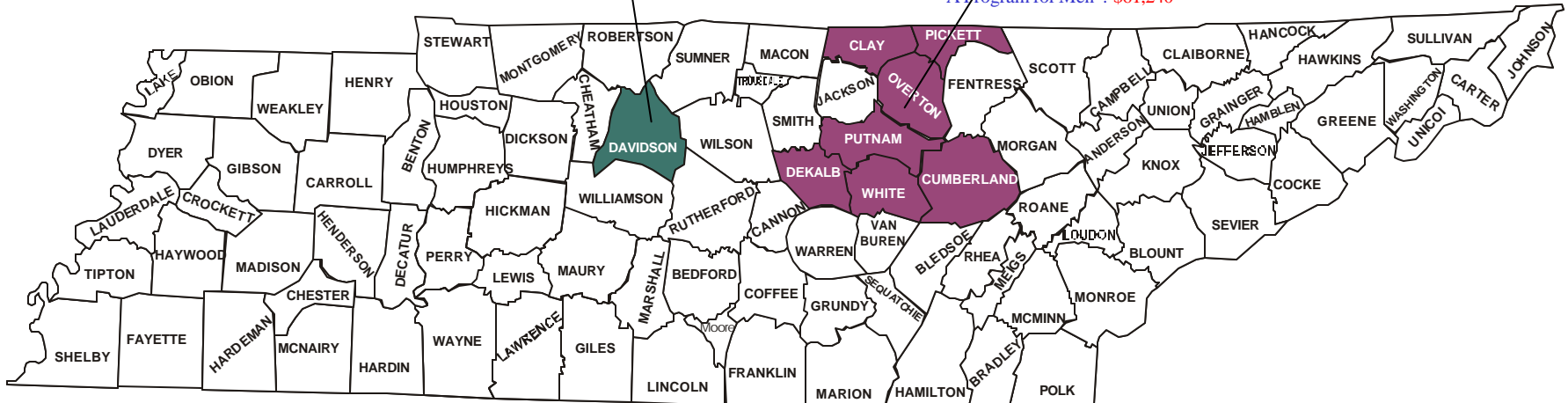
### **Program Accomplishments and Evaluation Results:**

The Office of Criminal Justice Programs (OCJP) exceeded its goals for this program area by establishing or maintaining the operation of five (5) RSAT-funded projects plus nine (9) Byrne funded projects specifically designed to address the needs of substance-abusing offenders. Correctional treatment programs both institutional and community-based, which are supported with Byrne funds, have been able to increase in the number of inmates/ probationers who are served through this support. The number of successful completions within the programs has increased and the treatment received has increased the offender's rate of success once released from the program. This has resulted in reduced recidivism of the offenders who successfully completed these treatment programs. Through this support of programs recidivism rates for successful completions have decreased with the increase in number of offenders treated.

# Domestic/Family Violence Training Program

Statewide  
Domestic Violence and Sexual Assault  
Law Enforcement Training Project: \$48,678

13<sup>th</sup> Judicial District: “Skills to Avoid Violence,  
A Program for Men”: \$61,240



## **Domestic/Family Violence Training Program**

Tennessee, like other states, has evidenced a rising trend in the number of domestic violence cases reported and investigated annually. Over 50,000 women and children receive services annually from domestic violence projects in Tennessee.

In January 2002 the Tennessee Bureau of Investigation (TBI) completed a statistical brief on the incidence of domestic violence in Tennessee for 1999-2000. The reporting period for which the data was collected continued to be a period of transition for Tennessee in terms of reporting methodology. Domestic violence had historically been reported to the Tennessee Administrative Office of the Courts and/or the Tennessee Bureau of Investigation (TBI). This reporting overlap continued until 1998. Since data was collected by two different agencies under two different methods of collection, the Tennessee Bureau of Investigation (TBI) recommended that report data not be compared by fiscal year until a single reporting mechanism had been in place for 2-3 years. Having only one year of reliable data from this Tennessee Incident Based Reporting System prohibits a trend analysis for the range of domestic violence, homicide and assault, sexual offenses, stalking, kidnapping and abduction. However, we have confidence the baseline data are now in place for future trend analysis as the new TIBRS reports are done. Statistical information available from fiscal year 2001/2002 reported over forty six thousand (46,000) and 2002/2003 reporting over forty two thousand (42,000) reported

cases of domestic violence across the state. This would indicate a decrease of approximately 8.5%.

Tennessee's 2002/2003 STOP Violence Against Women (STOP) Implementation Plan identified the following among funding priorities in the area of domestic violence:

- Develop and support model policy and conduct training on domestic violence for prosecutors
- Conduct ongoing domestic violence training for law enforcement, the courts, child protective services workers and health care professionals as well as to look at funding opportunities for agency models that protect and enhance the family/victims.

In response to needs verified from statistical information and the recommendations made in the 2002/2003 STOP Implementation Plan, the Office of Criminal Justice Programs (OCJP) continued funding for one (1) project in the program area of domestic violence offender treatment during the past fiscal year and funded one (1) training grant.

The Office of Criminal Justice Program funded a project with the Tennessee Department of Safety/Law Enforcement Training program to deliver to new law enforcement officers as well as those seeking CEU credits training that is focused on improved domestic violence response at the local law enforcement level. This project focused primarily on educating both investigation as well as patrol staff in all aspects of domestic violence. Some of the goals/objectives of the project:

- Improved safety for domestic violence victims

- Increased number of arrests for domestic violence crimes
- Increased prosecution and conviction rates for domestic violence cases
- Increased community awareness through community policing efforts

The 13<sup>th</sup> Judicial District retained a grant that provides services to offenders in Domestic Violence Cases. Offenders are referred from a six county area and provide counseling services and anger management classes to the batters in an attempt to reconcile sustainable relationships. Over the last year the program has received 200 referrals from the courts, had 233 to report for orientation, had 88 terminated for non-compliance and graduated 94 individuals. These 94 individuals were then anonymously surveyed with 61 responding and affirming strongly that they had benefited from the courses.

### **Goals, Objectives and Activities**

The Office of Criminal Justice Programs (OCJP) established as its goals for the Domestic/Family Violence Training Program the following: to provide education and/or training for police officers involving all stages of family/domestic violence case investigation; to provide training for prosecutors for better preparation and prosecution of family/domestic violence; and to provide services which help to protect and enhance the family unit.

Objectives supporting these goals include the enhancement of officers' knowledge of victim and offender dynamics in domestic violence cases and the provision of services to



those individuals willing to work through their problem with reconciliation as their primary objective.

Consistent with these goals and objectives, project activities include the attendance of police officers in specialized training schools for the receipt of certified course instruction in domestic violence intervention and specialized intervention for perpetrators of domestic violence

### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above referenced goals and objectives included increasing the number of law enforcement officers attending training on domestic violence, and decreasing the number of perpetrators of domestic violence.

### **Program Accomplishments and Evaluation Results**

The Office of Criminal Justice Programs (OCJP) established performance measures for this program that included increasing the overall number of law enforcement officers and Victim/Witnesses being trained in domestic violence intervention, and the enabling of some of these individuals to implement training courses in their regional jurisdictions following completion of standardized training courses. With the continuation of a specialized domestic violence trainer at the Tennessee Law Enforcement Training Academy (TLETA) and regional treatment for perpetrators of domestic violence, Tennessee continues, each year, to increase the number of law enforcement officers and

other practitioners receiving domestic violence training as well as decreasing the number of domestic violence perpetrators.

# Victim/Witness Program

## Statewide

Victim Witness Assistance Program: \$750,450

Victim Witness Coordinator Conference: \$18,750

Three Days in Autumn Victim Assistance Conference: \$24,718



Project Locations

Numbers Indicate Multiple Projects

The victim/witness coordinator grant to the District Attorneys General Conference represents 35 victim/witness coordinators in 16 Judicial Districts.

## **Victim/Witness Program**

The criminal justice system has traditionally been offender-oriented, focusing on the apprehension, prosecution, punishment, rehabilitation and rights of the accused. Although victims and witnesses have always played a vital role in apprehension and prosecution of domestic violence offenders, the lack of understanding by the criminal justice system of victims' special needs made their participation in prosecution difficult. That limited their effectiveness. Without victims and witnesses fully participating in prosecution we can expect that family trauma and other social problems will deteriorate into drug abuse and violent crime.

In November 1998 Tennessee enacted the Crime Victims' Bill of Rights. This important amendment to the Tennessee Constitution included a new section specifically written to protect the rights of those who have been victimized by acts of crime and domestic violence. Subsequent legislative changes have since been made to clarify definitions and requirements of the Victims' Bill of Rights. Among requirements mandated by this legislation is a requirement that permits victims to have crime victim advocates or victim-witness coordinators available to assist them throughout their involvement in the judicial process.

To meet the rising demand for Victim/Witness services, Tennessee continued this fiscal year the implementation of a collaborative planning process involving both state and

federal funds. The District Attorney's Offices in each of Tennessee's judicial districts continued to fund during this fiscal year thirty-one (31) state Victim/Witness Coordinators and five (5) Assistant Victim/Witness Coordinators. Funds allocated for this initiative (approximately 1.2 million each year) continued to be generated from a 14% state litigation tax. A few Victim/Witness Coordinators were also funded during this reporting period by individual counties or through the Victims of Crime Act (VOCA) Grant. Additionally, the Office Of Criminal Justice Programs (OCJP) continued to allocate approximately two hundred seventy-four thousand five hundred ten dollars (\$274,510) in Violence Against Women Act (VAWA or STOP Violence Against Women) Grant funds to support victim witness services. This allocation provided for 9 Victim/Witness Coordinators and/or court/victim advocates within domestic violence shelters. The OCJP also continued its allocation of approximately seven hundred fifty thousand four hundred fifty dollars (\$750,450) in Edward Byrne Grant funds for 35 additional Assistant Victim Witness Coordinator positions in 16 of the 31 Judicial Districts. Like the Drug and Violent Crime Task Forces, the funds allocated through the Byrne Grant to the Victim/Witness Program are not limited in duration to four years. This continued funding is necessary in order to ensure the continued provision of this vital service. The collaborative funding allocated through State and federal appropriations has enabled the State to approximate the ratio of one (1) Victim/Witness Coordinator to every three (3) Assistant Attorneys General statewide as recommended by the National Organization of Victims Assistance (NOVA).

The Victim/Witness program is designed to focus on providing victims of crime with services set out in the Crime Victims' Bill of Rights. Throughout the investigative, prosecution and correctional stages of criminal cases, victims and witnesses are properly notified and given information in a timely manner. Crime victims receive uniform rather than fragmented, disjointed treatment. Competent, trained victim/witness coordinators provide services as part of a prosecution team, assisting in informing the victim about procedures, court dates, crisis intervention, support services and appropriate referrals. The victim/witness may receive protection against threat, harm or intimidation. They are notified of the arrest of an offender, pre-trial release of an offender, the filing of charges or dismissal of any or all charges, the scheduling of court procedures, the terms of negotiated guilty pleas or the rendering of a verdict, all sentencing dates and parole eligibility dates. They are advised of the opportunity to present to the court a victim impact statement concerning any financial, social, psychological or physical harm or loss suffered by the victim.

During the past fiscal year, the Assistant Victim/Witness Coordinators, funded through the Edward Byrne Grant, have made more than sixty-seven thousand (67,000) phone contacts with crime victims, completed over seventeen thousand (17,000) office visits, mailed over forty-two thousand (42,000) letters, made referrals to other agencies in well over seven thousand (7,000) cases, and spent over ten thousand (10,000) hours in court support services. Additionally, over two thousand (2,000) contacts have been made regarding the Criminal Injury Compensation Fund Applications.

A new grant was awarded to the Tennessee District Attorney Generals Conference to assist in paying for a Victim Witness Coordinators Conference. This conference covered many topics of interest to the Victim Witness Coordinators. Some of the topics included: Legislative Updates, Updates on Tennessee's Criminal Injury Compensation Program, Criminal Activities Intelligence Network and Cultural Diversity in the Criminal Justice System. Program evaluations indicated a high satisfaction rating with this conference.

An additional grant was also provided for a Victim Assistance Conference that covered such topics as meeting and discussions with Victims of Violence, Effectively Responding to Victims of Terrorist Acts, Combating Child Fatalities and Abuse and Project Safe Neighborhoods. Approximately 175 individuals from a variety of local, state and federal agencies attended this conference. General evaluation of this conference indicated high satisfaction with the subject matters covered.

### **Goals, Objectives and Activities**

Tennessee established as its primary goal in the Victim/Witness Program the expansion and targeting of comprehensive coordinated services to victims/witnesses. Objectives supporting this goal include contacting victims following the issuance of a warrant, providing early intervention, court information, advocacy, etc. to victims, the provision of continuing support and education for victims and potential victims of violence and addressing the needs of any special victim populations. Activities consistent with this goal and objectives were to provide earlier contact with victims and witnesses, to encourage their cooperation with the agencies involved in the prosecution of perpetrators,

provide notification to victims and witnesses of trial information, to answer questions and make referrals to social service agencies, and to attend court proceedings with victim/witnesses.

### **Performance Measures and Evaluation Methods**

Performance measure indicating attainment of the above referenced objectives include: the number of phone contacts made during the reporting period relative to victims of crime, the number of office visits made to victim witness coordinators, referrals sent to other supporting agencies for victims of crime, hours spent in court support and number of contacts and applications regarding the Criminal Injury Compensation Fund. Additionally, performance measures for goals and outcomes include:

- Victims recognition of their legal rights
- Victims participation in court process
- Victims ability to cope with issues surrounding their victimization
- Victims satisfaction with services rendered
- System collaborators (shelters, L.E.. etc.) satisfaction with the agencies services

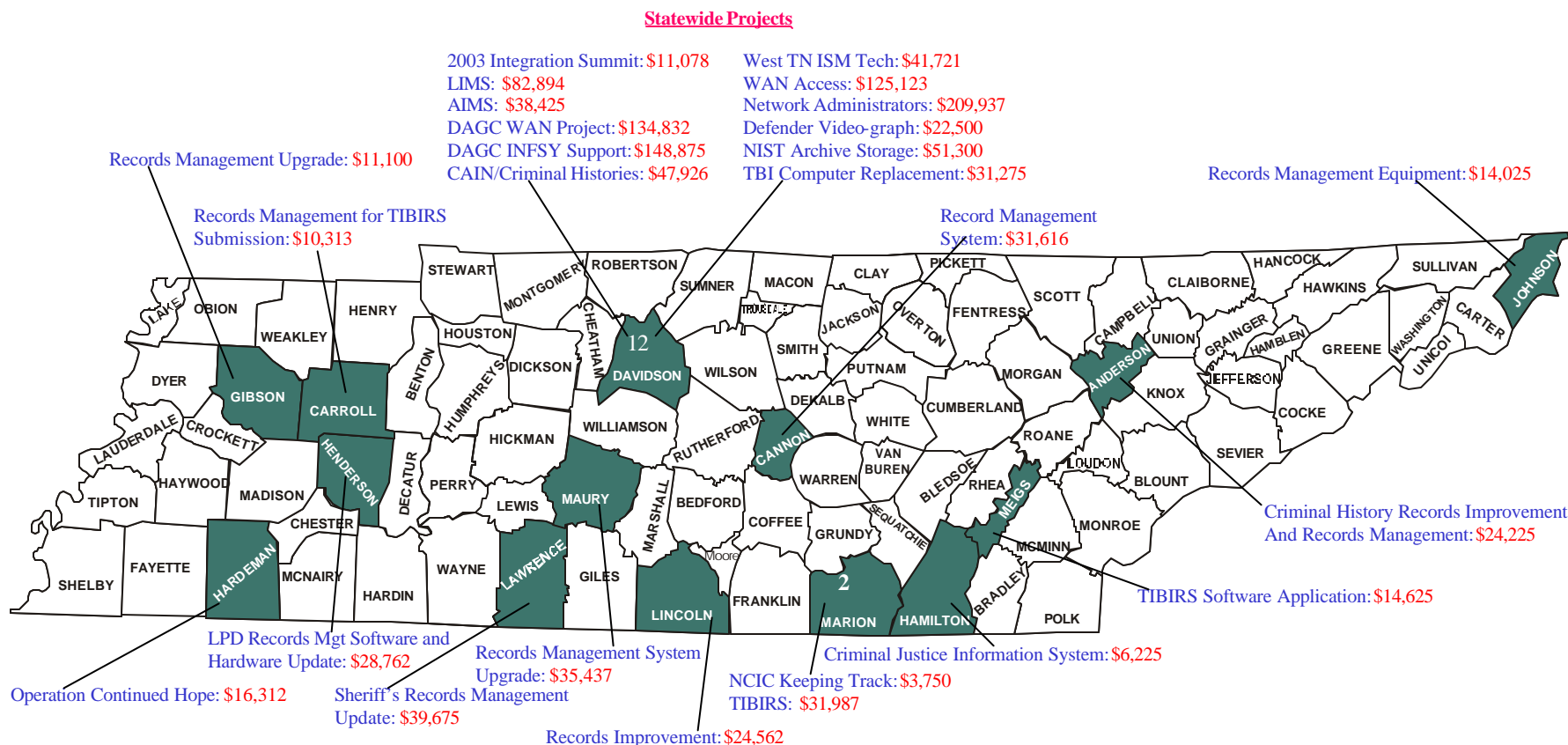
### **Program Accomplishments and Evaluation Results**

The Victim/Witness Program has been largely successful in achieving its designated goals and objectives with the number of phone contacts made during the reporting period having increased over 28% when compared to activity reports submitted four (4) years ago. During this same period the number of office visits made to victim witness coordinators showed a 36% increase. Hours spent in court support have risen 37% and



the number of contacts and applications regarding the Criminal Injury Compensation Fund show an overall increase of 13%. Enhanced performance measures have been rewritten on this grant and preliminary data shows positive results in achieving the desired goals/outcomes.

# Criminal Justice Information System Program



## **Criminal Justice Information System Program**

Tennessee has historically had few sources of sound criminal justice records information and has lacked adequate means to accomplish a statewide improvement of the criminal justice record system. Prior to 1998 the state's capability to implement an efficient, cost-effective system of collecting and storing criminal justice information did not exist. A primary concern of the criminal justice community has been Criminal History Records Information (CHRI).

In order to improve the accuracy, timeliness, and completeness of criminal history information maintained by the Tennessee Bureau of Investigation (TBI), during the last strategic planning period Tennessee began an extensive exercise to develop a comprehensive system. The priority was, in collaboration with all law enforcement and most of the criminal justice agencies in the state, to improve the collection capabilities of the law enforcement agencies. The state had to develop methods of increasing the rate of data submission and quality of criminal fingerprint cards; and it had to upgrade the central Automatic Fingerprint Information System (AFIS), as well as the regional AFIS' and the central criminal history information center computer system. The plan also included the establishment of a system that allowed the interface of all law enforcement agencies, courts, prosecutors, and correctional institutions with the central repository to improve the timeliness, accuracy, and ease of access to data. Projects funded through this program, complemented activities undertaken with the National Criminal History Records Improvement Plan (NCHIP) Grants.

The Criminal Justice Records Improvement Task Force multi-year plans have resulted in significant progress at reversing this historical condition. However, today the priority is on continuing the progress. The spectrum of uses of CHRI data continues to widen, thereby compounding the need to improve the quality of these records, and accordingly, to provide the training needed to achieve this goal. Continuing the hard work of integrating Criminal Justice Information Systems (CJIS) remains part of OCJP's action agenda for this multi-year strategy.

Tennessee has established as its primary goal for criminal justice records improvement to advance criminal justice records through the development of increased use of technology. Objectives supporting this goal include the improvement of the quality of arrest, disposition, and general crime data information reported in the state repositories, increasing the quality of state criminal history records arrest and disposition information through more thorough information reported to the state criminal history repository, the development of a statewide automated digitized booking system with all sheriff and police departments and the Tennessee Bureau of Investigation (TBI), and the establishment of a reporting system compatible with the TBI and FBI. OCJP also hopes to enhance collaboration among agencies for funding criminal justice information systems technology in the city, county, district, and state levels.

The program must provide training for law enforcement personnel on compliance with TIBRS reporting requirements, the initiation of a system of quality control, the provision of funds to local law enforcement for computers, software, and related technology, and

central repository certification. The state has made progress in building a multi-level and integrated criminal justice information infrastructure in Tennessee. We have increased system and component effectiveness, but Tennessee is by no means finished. With the foundation that Tennessee's certified TIBRS program provides, we are poised to address the next level of enhancements.

In the late 1980's, the FBI implemented an incident based crime statistics program called the National Incident Based Reporting System (NIBRS). This program, unlike the Uniform Crime Reporting Program (UCR), which it replaces, allows each crime occurrence in an incident to be reported as opposed to only one crime per incident. Due to lack of funding, Tennessee was one of only six states not participating in the UCR program in 1994. The State stopped participating in UCR in 1979. In 1995 the Office of Criminal Justice Programs awarded the Tennessee Bureau of Investigation (TBI) an Edward Byrne subgrant in collaboration with a National Criminal History Improvement Program (NCHIP) subgrant to initiate development of the Tennessee Incident Based Reporting System (TIBRS), which would allow Tennessee to participate in the FBI NIBRS program. The project also supported the establishment of a central repository for criminal history records information within the TBI. The FBI certified the TIBRS program on July 28, 1998, under the original NIBRS standards. Tennessee was only the twelfth state in the nation to achieve this certification.

The year 2001 was the first year that TIBRS data was received for the entire year from virtually all law enforcement departments in Tennessee. This data was used to publish the report 2001 Crime in Tennessee. This was the first time in Tennessee's history that a

report of this type had been compiled. There have been two subsequent reports 2002 Crime in Tennessee and 2003 Crime in Tennessee since then. The information collected as a result of TIBRS will give criminal justice professionals (on federal, state and local levels) access to valuable data that can be used in crime prevention and apprehension programs. This data can also be used to determine how Byrne and other federal monies can be better utilized in Tennessee.

Using the success of the TIBRS project as a stepping-stone, OCJP continues to combine monies from the Edward Byrne Memorial grant, NCHIP grant and the NGA/BJA Criminal Justice Information Systems Integration grant to work toward achievement of an automated and integrated criminal history information system.

Tennessee has participated in the NCHIP program since it's inception in 1995. During this time, Tennessee has received two awards and seven supplements totaling \$6,628,148.00. The sub-recipients that have received NCHIP funding are the TBI, Tennessee Administrative Office of the Courts (AOC), Tennessee Department of Corrections (TDOC) and the Tennessee District Attorney's General Conference (TDAGC). These agencies have used the NCHIP funds to design new or improved existing systems. These systems include the Tennessee Crime Information Reporting System (TnCIS), Automated Fingerprint Identification System (AFIS), Criminal Activity Intelligence Network (C.A.I.N.) and the Tennessee Clerks Automation Software (T-CAST). Through the use of these systems, Tennessee has completely reduced the backlog of fingerprint data entry and the fingerprints are safely stored in the National

Institute of Standards Technology (NIST) Archive Subsystem, District Attorney's are now sharing information across jurisdictions, sentencing information is more available, criminal justice professionals and other stake holders have fast accurate access to fingerprint queries, and older outdated systems have been updated to protect valuable information. All of these systems have also played an integral role in the success of TIBRS and NIBRS.

Since many of the projects funded through the NCHIP grant require the use of computers and associated technology, Tennessee has allocated Byrne grant funds well in excess of the required 5% set-aside to support the purchase of technological improvements in local law enforcement agencies. Components of automated records management systems were subsidized through Byrne funds this fiscal year for approximately eight (8) local law enforcement agencies totaling \$219,715.00. The majority of these agencies are in rural and outlying areas. This was a result of Tennessee realizing that if TIBRS, AFIS and other statewide systems are to be successful, rural counties with little or no technology need assistance with the purchase of Record Management Systems equipment.

The Tennessee District Attorneys General Conference (TNDAGC) received Byrne funding for four (4) projects: The case management software "CAIN" was created for all of the rural/small urban district attorneys offices in the state of Tennessee. This software captures pending criminal history information and transfers this information to a repository. The overall purpose of this project is to ensure criminal history data is secure and encrypted. Permission must be granted to users to allow different access to their

local database. Due to the increased use of this records management system there became a growing need for personnel. In response the TNDAGC received funding for two (2) Information System personnel positions to better respond to service calls from offices throughout the state. They also received funding to continue providing district offices access to the states wide area network (WAN). These funds enable districts to communicate through e-mail and provide the ability to exchange information in the most efficient method possible.

The Tennessee District Public Defenders Conference (TNPDC) received Byrne funding for three (3) projects. The TNPDC also received funding for Information System Specialists who serve as trouble shooters, network administrators, database specialists and trainers. These specialists are located in district offices throughout the grand divisions of the state. Secondly, TNPDC received funding for WAN connections in each of their offices. The WAN provides high-speed Internet access for conducting legal research, e-mail, access to the State Intranet, access to criminal record databases, and access to the state travel system. And the 3<sup>rd</sup> project was for video equipment for 30 public defender offices. This was to give the Public Defenders the ability to tape crime scenes.

The Tennessee Bureau of Investigation (TBI) received continued Byrne funding for two (2) projects: The “AIMS” project is an upgrade to the current TBI Case File System. This was needed to correct significant limitations in the current system that caused a large overhead of maintenance on their system support staff. The AIMS project allows for a



more efficient and complete workflow, through the replacement of system software, for the entering, processing, and printing of TBI case file information. The continuing “LIMS” project is a system upgrade to the existing TBI Forensic Crime Laboratory computer system. This creates a more efficient system to handle the increasing submission of evidence for processing.

### **Goals, Objectives and Activities**

Tennessee’s primary goal for criminal justice records improvement is to improve criminal justice records through the development and increased use of technology.

Objectives supporting this goal include the improvement of the quality of arrest, disposition, and general crime data information reported in the state repositories, increasing the quality of state criminal history records arrest and disposition information through more thorough information reported to the state criminal history repository, the development of a statewide automated digitized booking system and the establishment of a reporting system compatible with the TBI and FBI. Additional objectives included collaboration among agencies, improved coordination of funding by various organizations to criminal justice records/technology activities and the establishment/enhancement of criminal justice information systems technology in the city, county, judicial district, and state levels.

### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above referenced goals and objectives included conducting periodic meetings on criminal justice records improvement, increasing annually the number of agencies capable of automated criminal records submission, and the withholding of grant funds from agencies not complying with the TIBRS reporting requirements.

### **Program Accomplishments and Evaluation Results**

The percentage of colleges/universities and law enforcement agencies submitting to TIBRS has grown to one hundred percent (100%), with one hundred percent (100%) of submitting agencies being certified by the TBI. Over the last six years, thousands of hours of training have been provided to over 14,000 commissioned and non-commissioned personnel by TBI. As previously stated, the year 2001 was the first year that TIBRS data was received for the entire year from virtually all law enforcement departments in Tennessee and is now in its 3<sup>d</sup> year of publication. This report can be accessed at the T.B.I. website <http://www.tbi.state.tn.us>.

All District Attorneys General and all District Public Defenders in Tennessee have access to and are using their integrated records management systems with the exception of four districts. Additionally, the Administrative Office of the Courts (AOC) is in the process of beta testing their TNCIS software. Once this testing is completed, TNCIS will replace the current TCAST system. TNCIS will initially be available to 64 of the 95 counties in Tennessee and it should be available to the rest within the following 12 months.

# IV

## APPENDICES